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*COLONIAL ANNUAL REPORTS*

# Gold Coast

## 1947



*LONDON: HIS MAJESTY'S STATIONERY OFFICE*

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THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1947.

It is anticipated that the Colonies and Protectorates for which 1947 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COLONIAL OFFICE

ANNUAL REPORT ON THE  
GOLD COAST

FOR THE YEAR

1947



LONDON: HIS MAJESTY'S STATIONERY OFFICE

1948

PRINTED IN THE GOLD COAST

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Cover illustration: The Mace, the symbol of the President of the Council, is carried before His Excellency by the Serjeant-at-Arms when the Council meets





His Excellency Sir Gerald Creasy, K.C.M.G., O.B.E., Governor  
and Commander-in-Chief.





## PREFACE

**T**HE Gold Coast consists of three distinct territories. The coastal belt, known as the Gold Coast Colony, comprises the lands of a large number of tribes who owe no allegiance to any superior authority other than such as have been established since Great Britain undertook the administration of the area. In the centre is the great kingdom of Ashanti, also a Colony, ruled by the Asantehene, whilst further north is a Protectorate known as the Northern Territories.

Since the granting of a League of Nations mandate after the 1914-18 war, part of the old German territory of Togo has been administered by the Governor of the Gold Coast. This territory is now a trust territory and is known as Togoland under United Kingdom Trusteeship. Its southern section is administered as part of the Gold Coast Colony and its northern section as part of the Northern Territories.

The Gold Coast has a long and interesting history and those who wish to know something of the background of the recent events described in this report will find in Part III a brief historical outline, tracing the fascinating story of this part of Africa from the earliest times to the end of 1946.

It is thought that the coast of West Africa first became known to the Mediterranean world in the pre-Christian era through the voyages of the Carthaginians and Phoenicians; but the first reliable records date from the visits of the Portuguese at the end of the fifteenth century. We know almost nothing of what happened in the Gold Coast before that time. Since then, the inhabitants of the coastal fringe have come into ever-increasing contact with various European countries which sent ships to trade in the Gulf of Guinea, but those living in the forest and in the open country to the north and towards the Sahara had little to do with Europeans until the end of the nineteenth century, by which time the whole of the present Gold Coast had come under British administration.

To-day, the Gold Coast people are taking an active and increasing share of responsibility in the work of the central and local governments, and, having fought successfully through two world wars, side by side with other members of the British Commonwealth and Empire, have set their faces to tackle the extensive and intricate problems of the post-war years with confidence in their own political and social stability and in their capacity to build up, with the help of the administration, a well-balanced and democratic modern State.

The financial strength of the Gold Coast immediately after the 1939-45 war made it possible to plan far-reaching developments for the succeeding ten-year period. The increasing costs of labour and materials have necessitated some revision of those plans, and the scarcity of certain materials and of technical staff may delay the implementation of parts of them. Constant vigilance in the financial sphere will be inevitable so long as prices remain liable to a continued upward trend. Complete details of the ten-year development plan have not yet been published, but some parts of the plan have been carried into effect and have found a place in the 1946 Annual Report and in the present volume.

The 1946 Annual Report was the first to be published since 1939 and the first in the new form in which the reader will find the present volume. In Part I an attempt has been made to survey as briefly as possible the outstanding developments of 1947. Those who are interested will find fuller details in Part II, which traces these developments, in their various spheres, chapter by chapter. Part III gives more general information relating to the country and not specifically dealing with the year 1947.

It is hoped that this survey of the Gold Coast in 1947 will be of interest to a wide public and especially to those who are particularly interested in African affairs.



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# PART I



## BRIEF REVIEW OF 1947

### *Introductory*

The year 1947 witnessed many important developments, but there was still much evidence of the transition from war to peace. War-time military camps of temporary construction were still to be seen, although their number diminished during the year. The shortage of technical staff and of certain important materials—notably those required in constructional works—persisted, but with some improvement in particular spheres.

Generally speaking, the year was marked by peaceful progress, but it was not entirely lacking in some of the signs of unsettlement which are associated with the post-war re-orientation of national and personal economies, and which are to be expected as the forces of western civilization increasingly reach the remotest parts of Africa in an unprecedented degree and with rapidly gathering momentum. Some of those signs of unsettlement were evident in the Gold Coast during 1947; but they stand out in such marked contrast to the general trend of events that they only serve to emphasise that the Gold Coast is still the peace-loving country which it has so often been described to be. The lasting developments, which will be associated with the year 1947 when the strikes and the moments of political strain are long since forgotten, have been in the fields of economic and social progress. These developments are briefly described in later paragraphs of this account, and again in greater detail in Part II of this Report.

### *Political advance*

A new Constitution had been granted to the Gold Coast in 1946 and had given the country a Legislative Council which embodied two new features. First, it made laws for both Ashanti and the Colony, whereas the old Council had legislated only for the Colony. Secondly, it had an elected majority and gave the Gold Coast the first African elected majority of any colonial dependency in Africa. The legislature meets only twice each year for periods varying in length but usually totalling less than fourteen days in the year. As there had been only one meeting of the new legislature in 1946, it was natural that in 1947 the new body was still feeling its way and looking for a considerable measure of guidance from the small official minority.

This major constitutional advance has been generally welcomed and it has been recognized that it confers an important measure of self-government in a manner which will permit of orderly and constitutional progress towards fully responsible government in the foreseeable future. A new movement, the "United Gold Coast Convention", which may most conveniently be classified as a political party, sprang up during 1947 and declared as one of its main objectives the attainment of full self-government in the shortest possible time. The movement has not so far contributed to the solution of the practical and urgent problems facing the country but has confined itself to an appeal to nationalist feelings.



The rapid advances in local administration made in 1946 were maintained and consolidated in 1947. Native Authority Treasuries were in a healthy state, and their financial position enabled the Authorities to accept an increasing part of the responsibility which must fall to them in the future development of the country. They maintained their particular interest in education and voted increased sums of money for this purpose.

The Ashanti Confederacy Council underwent some reshaping during the year, and provision was made whereby the services of a reasonable number of non-Chiefs could be secured to the Council. The customary reverence in which the mother of the Asantehene (the ruler of Ashanti) is held was recognized by her inclusion in the new Council, which contains amongst others all the Divisional Chiefs and a number of representatives of the Kumasi clans, and permits of increased representation in the case of the biggest divisions of Ashanti.

The work of the Town Councils and of the other agents of local government is explained in Part III Chapter 3.

Whilst the work of devolving authority upon these agencies continues, Government is also associating Africans, in an ever-increasing degree, with the machinery of the central Government. A number of advisory Councils with African majorities have been established and two important additions were made to the list of these during 1947. One was the Agricultural Advisory Committee, which, it is intended, shall be a permanent body to advise the Director of Agriculture on matters of policy; the other was an interim standing committee set up to advise on the development of facilities for higher education pending the establishment of an autonomous University College. Both these committees receive more detailed mention in the succeeding paragraphs.

Comparable with these Government committees are the various statutory boards and committees over which Government exercises at most a limited control. Africans have an important representation on these and have contributed in a marked way to their deliberations and to the execution of their functions. Amongst these, the Cocoa Marketing Board and the Managing Committee of the West African Cocoa Research Institute were established by enactments made during 1947.

#### *International and Inter-Colonial Co-operation*

Since 1945 a number of organizations and groups of people of Ewe\* origin have sent petitions to the United Nations praying for the unification of their territory. The Ewe live in the south-east of the Gold Coast Colony, and in the southern parts of Togoland under United Kingdom and French Trusteeship, and their country is thus divided by an international boundary. The petitions were subjected to detailed examination by the British and French Governments, which recognized that the division of the territories inhabited by the Ewe people and other tribes was the source of certain difficulties and disabilities. They came to an agreement as regards certain administrative measures to be taken to overcome these difficulties and disabilities. These measures included the following:—

- (i) To ensure that the same individual was not taxed in both territories for the same reason;

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\* Pronounced as two syllables, both e's being pronounced as in "get".



- (ii) To attempt a closer approximation between the total burden of taxation per head of the indigenous population in the two territories ;
- (iii) To secure the teaching of both French and English in the schools of both territories ;
- (iv) To create a University fund to enable students from both territories to make the best advantage of University education in both France and the United Kingdom.

It was decided to set up a Standing Consultative Committee under the joint chairmanship of the Governors of the Gold Coast and of French Togoland. This committee was to have a permanent Secretariat, and steps would be taken to ensure periodical discussions between administrative and technical officers from both sides of the frontier.

These proposals were set out in a joint memorandum published just before the Trusteeship Council considered the petitions in November. The Council welcomed the issue of the memorandum, the full text of which is published as Appendix X to this Report, and decided to send a commission to investigate the situation on the spot. The decision was to be implemented at a date subsequent to the year under review.

International co-operation was further fostered by meetings in London, Brussels and Paris, at which both general and particular matters were discussed. The British, French and Belgian Governments discussed colonial education in London. The same and other governments discussed forest nomenclature in Brussels, and nutrition was discussed in Paris. A further series of conferences was planned to take place on African soil, to continue the helpful conferences which had already taken place and had ended with the Communications Conference in Dakar, in May, when decisions were made affecting road and postal communications between the Gold Coast and neighbouring French territories. The further conferences planned were to include discussions on Labour, Soil Usage, Indigenous Rural Economy, Nutrition and other subjects. It is important to note that Africans were associated with the discussions at Dakar, that the joint Anglo-French memorandum on Eweland provides for their association in the consultative machinery to be set up, and that such association is to be fostered and developed in future conferences.

The Gold Coast was represented on the Colonial Civil Aviation Conference in London in April and the four British West African territories sent a joint representative (the Director of Civil Aviation, West Africa) to a South American regional conference on civil aviation held in Rio de Janeiro.

The Governor-designate of the Gold Coast—Sir Gerald Creasy, K.C.M.G. C.B.E.,—represented the country at a conference of the Governors of the British African territories held in London in November, and the Chief Commissioner of the Colony was in attendance. The Governors discussed the future development of Africa and considered some of the conclusions reached by a summer school of officers from the British West African dependencies which had been held in Cambridge earlier in the year and at which the Gold Coast was represented by a team of eight officers.



*Education*

The rapid expansion of facilities whereby Gold Coast Africans may equip themselves in academic qualifications and in character development is regarded by many of the country's leading Africans as second in importance to no other function for which Government has any measure of responsibility. The year 1947 witnessed a further acceleration of the advance reported in this field in 1946.

It was found necessary during the year to re-assess the categories into which the increasing numbers of schools had been placed, and to reconsider the degree of assistance for which schools in these categories should be eligible. The four categories of primary schools are now as follows :—

- (i) Government schools, financed and managed by Government ;
- (ii) Assisted schools, conducted in the main by Missions and Churches and assisted by Government grants of about 80 per cent of their salary bills ;
- (iii) Designated schools, conducted by Missions, Churches and Native Authorities and assisted by grants from Native Authorities ; and
- (iv) Non-Assisted schools in receipt of negligible financial assistance from Native Authorities or none at all.

The greater output of trained teachers for the increasing numbers of schools has meant an improvement in quality in many institutions previously giving an indifferent education ; but it has also involved the necessity of considering the financial implications of the development of education, lest the country should be asked to pay more for this service than it can provide. This aspect of the problem received added weight when, as a result of the investigations of a committee appointed to examine the payment of teachers in non-Government institutions, it was agreed that this public service must be rewarded by a salary commensurate with that received by Government teachers. It could not be expected, however, that the additional financial burden imposed by this decision could be borne by the Missions and Churches which have for many years undertaken the major share of educating the children of the Gold Coast. Public funds will thus have to bear the major portion of the additional burden—which, it is estimated, will mount from £180,000 in 1947 to £480,000 in 1956—except in so far as the burden can be lightened by slight increases in school fees and by increased assistance from Native Authorities which alone impose direct taxation on the majority of the adult population.

Interest centred particularly in the historic development in higher education during the year. In January a delegation of the Inter-University Council visited the Gold Coast, following representations which had been made in 1946 by a Government committee and which had clearly voiced the insistent public demand for a local institution of University status. A memorandum containing the recommendations of the Council, covering the four British territories in West Africa, was published in the Gold Coast together with a despatch in which the Secretary of State for the Colonies\* informed the Governor that he agreed to the establishment of a University College in the Gold Coast, and of a Regional College to provide general and vocational training of a standard between that of the secondary school and that of the University.

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\* Referred to elsewhere in this report as " Secretary of State. "





Tamale School : training in building.







In July, Government appointed an interim standing committee to advise on the development of facilities for higher education pending the establishment of an autonomous University College and to advise, also, on planning for a Regional College. This committee had, before the year ended, dealt with a considerable volume and variety of business, including the drafting of an Ordinance for the establishment and administration of a College for University education.

### *Economic development*

In 1946 it was reported that, in the economic field, the most notable event of the year had been the dramatic rise in the price of cocoa from £28 to over £51 a ton. The rise to nearly £75 a ton in 1947 was no less dramatic and of equal importance to the economic life of the country. The rise has provided one of a number of causes for a considerable increase of the amount of money in circulation. The rapid development of the timber industry was another cause. Three separate commissions and committees made recommendations—which were accepted—for increases in wages and salaries, and commercial and industrial concerns and others not immediately affected by these recommendations found that they were obliged to follow the general upward trend of wages. The salaries of civil servants were increased, there was a marked rise (averaging some 40 per cent) in Government labour wage-rates, and a rise in the salaries of non-Government teachers was agreed. A rise in the wages of mine labour was awarded by an arbitrator following a strike. Increases in other fields were granted, in some cases as a result of strike action by the labour concerned.

The inflationary possibilities of this increased spending power were partially counteracted by some improvement in the importation of consumer goods, and by a measure of success in the persistent campaign to encourage personal savings. In 1947, 518,000 tons of goods, valued at £20,800,000, were landed at Gold Coast ports as against 414,000 tons, valued at £12,900,000 in 1946. Savings in the Post Office Savings Bank were increasing at the rate of £10,000 every week at the end of the year.

The rise in price of cocoa to £75 a ton represents only the increased price to the farmer. The increase on the world markets (and it may appropriately be mentioned here that the greater portion of the Gold Coast crop is sold to the United States of America and is therefore an important dollar-earner) has been far greater but the instability of those markets has made it imperative that a stabilization fund shall be built up to protect the cocoa farmer against lean years in the future. This is one of the main functions of the statutory Cocoa Marketing Board established during the year. The Board has, however, also had to consider the extent to which it is necessary to employ the surface funds at its disposal in establishing the cocoa industry—by far the most important production and export industry of the Gold Coast—on a sound basis for a long-term future. It accordingly earmarked £150,000 for a soil survey of the actual and potential cocoa areas; and, before the end of the year, Government had reached an advanced stage in considering a scheme for the payment of replanting grants to farmers who had lost cocoa through the ravages of the swollen shoot disease. It was felt that the Board should be asked to finance this scheme.



The swollen shoot disease was the major reason for the fall in cocoa exports from 221,000 tons in 1946 to 162,000 tons in 1947. For a number of years before and during the war the tonnage exported had stood at approximately a quarter of a million tons. The 1947 figure therefore represents a serious drop, and underlines the urgent necessity for bringing the swollen shoot disease under control at the earliest possible time.

It is only by the research work of scientific experts at the research station of the West African Cacao Research Institute, at Tafo in the Gold Coast, that the discovery has been made, in very recent years, that swollen shoot is caused by a virus carried by the mealy bug from tree to tree.

By the end of 1947, it was estimated that 46,000,000 of the 400,000,000 cocoa trees in the Gold Coast were infected with this disease and were doomed to die within a year. Of these, 45,000,000 were in the Eastern Province of the Colony. It was clearly established that an infected tree could not be cured and that the only effective method of control was to cut out diseased trees before the mealy bugs had an opportunity of taking the infection from them to healthy trees. It has been found necessary for this immense task, described as one of the biggest schemes of disease control ever undertaken in any country, to be carried out by the Agricultural Department. This has involved the recruitment of a special staff for the purpose, and there has been some delay in finding suitable candidates. By the end of the year, however, sufficient numbers of staff had been recruited to make it possible to plan—for execution early in 1948—a concerted attack on the area of mass infection in the Eastern Province. Up to the end of 1947, it had been possible to cut out only 2,500,000 diseased trees, but extensive surveys of many of the cocoa areas had been completed and the nature of the task remaining to be done was more clearly seen. It was not to be expected that such drastic measures could be undertaken without opposition from some sections of the farming community and a committee was set up—on the resolution of the Legislative Council—to examine with care the legislation regarding control of swollen shoot and the administration of the measures prescribed in it. The Committee endorsed Government's policy and its execution and so paved the way for the intensified measures to be conducted in 1948.

The Co-operative movement made great advances during the year, both in the increasing membership of its marketing societies, through which 14,500 tons were sold, and in the contribution it made to the solution of one of the most pressing problems of the industry—the indebtedness of the cocoa farmers. Loans during 1947 totalled £22,000, and, although this sum represents only short-term credit, it is important to note that £8,000 was specifically lent for the redemption of mortgaged farms.

It was significant that, in a year in which the threat of swollen shoot to the cocoa industry became most pronounced in its effect, the forces required for the future health of the industry should have been strengthened by the establishment of the Cocoa Marketing Board, the constitution on a statutory basis of the existing West African Cocoa Research Institute, an advance in the co-operative movement, a marked rise in the price of cocoa, and the appointment of an Agricultural Advisory Committee.



This Committee and the Department of Agriculture had to turn their attention to a variety of agricultural problems in addition to those of the cocoa industry. Amongst these, mention must specifically be made of the mechanized cultivation of groundnuts. Having in mind the world shortage of fats, and wishing to seize the opportunity which this provided for the economic development of the Colonial Territories, the Secretary of State sent out to West Africa a Mission headed by his Agricultural Adviser to examine the possibilities of the mechanized cultivation of groundnuts and the Mission selected two areas in the Gold Coast as being, *prima facie*, suitable for the purpose. One of these is in the Northern Territories and the other is in the north-east of Ashanti. Reconnaissance soil surveys of both areas were conducted during the year and the soil survey party's report was under examination, together with the Mission's report, at the end of the year. The claims of a parallel but larger scheme in East Africa might delay the acquisition by the Gold Coast of the necessary machinery but it was hoped to press forward with the project as fast as circumstances permitted.

Some details of other agricultural production are given in Part II, Chapter 6, and it is not necessary to recount these here.

Mining production has for long been second in importance to agricultural production, but exports of minerals—like those of cocoa—fell during the year. Gold production fell by 28,000 fine ounces to 558,000 fine ounces valued at £4,800,000, a drop of £240,000 from the 1946 figure. Diamonds fell by 117,000 carats to 692,000 carats, but the value increased by £124,000 to £747,000. Manganese fell from 765,000 to 589,000 tons and bauxite from 114,000 to 96,000 tons. A commercial company continued its preliminary work, reported in 1946, with a view to the development of hydro-electric power from the river Volta for the local manufacture of aluminium. The company's progress was in danger of being arrested by inability to obtain concessions over the land to be flooded as part of the scheme, but the promoters of the scheme hoped that the difficulties were capable of solution.

In November, after a 35 days' strike affecting the whole mining industry, an arbitrator from the United Kingdom awarded increased wages to mine workers: the new scales, and a comparison with the 1946 rates, are set out in Part II, Chapter 2. This strike was one of several factors contributing to the decreased export of minerals.

The development of fisheries production is still at an early stage, but the output of the Government experimental canning factory was a small but significant contribution to local requirements of this commodity. By the end of the year long-term plans had been completed in London for the establishment at Freetown of a West African Fisheries Research Institute to which the Gold Coast Government will contribute 15 per cent of the recurrent cost.

Timber promises shortly to challenge minerals as the second most important export of the Gold Coast. In 1947 the marked rise which had been noted in 1946 was continued, the quantity increasing over the 1946 figure from 4,300,000 to 5,700,000 cubic feet and the value from £950,000 to £1,600,000. Less than 700,000 cubic feet were exported in 1937. The principal factor limiting the more rapid expansion of this export trade was the inadequacy of the railway and harbour facilities. A railway strike lasting 15 days added to the difficulties. New rolling stock began to arrive during the year and consulting engineers in



London proceeded with detailed plans for extensions to Takoradi harbour which were to cost some £1,500,000 as estimated before the increases in labour wage-rates. The Crown Agents for the Colonies were asked to call for tenders for constructional work as soon as the plans were ready. The harbour improvements to be carried out under these plans include the construction of four new shallow water wharves for the handling of logs and sawn timber, additional sidings and dumps, the extension of the main wharf to provide five additional berths and other minor modifications.

A considerable amount of new road construction has taken place in the Western Province of the Colony from which much of the timber comes.

A timber export quota scheme was introduced on the 1st February, 1947, by which 60 per cent of all timber exports were directed to the United Kingdom, the remainder being sold in the United States. Local price control of mahogany logs was lifted and there was an immediate price increase in the United States which caused a number of new shippers to enter the trade. Extensive timber concessions have been acquired, in some cases by well-known timber firms, and the prospects of further expansion of the industry are good. A silvicultural research branch of the Government Forestry Department was established during the year and should prove of considerable value to the interests of forestry in general as well as to those of the timber industry in particular.

The increasing difficulties of the cocoa industry, the complications of the extensive mechanized development of groundnuts, the expansion of the timber industry, and the need for correlation of the efforts of the Government Departments dealing with agriculture, fisheries, forestry, animal health and co-operation, have led to the appointment on Government Headquarters of a Secretary for Rural Development who has been personally appointed a member of the Executive Council.

#### *Other developments*

Of the many important developments reported in Part II of this report, it may not be inappropriate to select a few for brief mention here.

Plans were completed during the year for an internal air service to start immediately after 1948 had begun. Improved external air services greatly facilitated the movement of passengers and gave the Gold Coast better airmail communications, which, accompanied by a reduction in postage rates introduced on the 1st April, resulted in increased Post Office business.

The demand for extended telephone services could not be wholly met because of the shortage of supplies.

Town transport services were greatly improved by the arrival of the first new buses since the beginning of the war.

On the 1st of April, the Government Electrical Department was formed and took over from the Public Works Department and from the Gold Coast Railway responsibility for all electricity supplies. Work was started on new installations at Bolgatanga, Dunkwa, Keta, Oda and Akim Swedru, and Swedru, but it was hampered by shortage of supplies.



Rural water supplies were improved during the year by the construction by Government of 272 more wells and three impounding reservoirs.

Town planning progressed in the major towns and the Town and Country Planning Board set up a laboratory for research into local building materials and methods.

Preparations were completed for the taking of a census early in 1948. The last census in the Gold Coast was taken in 1931.

A Commission composed of Brigadier E. Sachs, K.C., enquired into certain alleged irregularities of supplies control during the war years and in particular examined a previous report on this matter. The report of the Sachs Commission had not been received when the year ended.

Development in Government medical services was severely handicapped by the difficulty of obtaining qualified medical officers, but by the end of the year there were 23 Government medical scholars in the United Kingdom and five Government dental scholars. Nsawam hospital had to be closed during the year but tenders were invited for the construction of a new hospital at Bolgatanga and it is hoped to be able to staff all the hospitals, new and old, in a few years' time.

In spite of difficulties in the supply of materials, considerable progress was made in Government's housing schemes and the details are set out in Part II, Chapter 7. A new industrial school was opened at Agona Swedru and a community centre was under construction on the Asawasi housing estate at Kumasi.

Much of the war-time emergency legislation lapsed on the 31st December, 1947, and requisitioned lands had to be acquired outright (if permanently required for the public service) or returned to the owners.

There was some increase in crimes of violence but the total increase in prison admissions was very slight.

#### *Government's financial position*

It is estimated that, when the financial year ends on the 31st March, 1948, the excess of Government's assets over its liabilities will be rather more than £650,000—some £2,000,000 less than at 31st March, 1947. In addition, there will be reserves of £3,300,000 of which £1,000,000 is a supplementary sinking fund recently created. The last complete financial year ended on the 31st March, 1947 with a surplus of revenue over expenditure amounting to over £1,800,000 but a deficit is anticipated for the financial year ending on the 31st March, 1948. Government had originally budgetted for a further surplus, but the heavy expenditure incurred in granting increased salaries and wages—in many cases with arrear effect for various periods going back as far as the 1st January, 1946—necessitated drastic revision of the estimates originally prepared. The commitments arising from increased salaries and wages are of a recurrent nature but the burden will not be so great in the next financial year since there will be no arrears to pay. The increases will however, create a direct recurrent burden



of £820,000 a year, increasing later. They will also have an indirect effect on many items of Government expenditure, since they have resulted in a general raising of wage levels and so of costs generally. It was accepted that these changes in Government's domestic finances, coupled with the economic situation of the British Commonwealth of Nations as a whole, must have a far-reaching effect both on Government's plans for development and upon the economic life of the country. The Acting Governor emphasized, at the September meeting of the Legislative Council, that the situation called for sober examination and for a firm check on the inflationary psychology apparent in the country at large. The increased wage and salary bill will have a direct effect on the costs of Government's development plans, which may require some recasting in the light of the changed circumstances.

It was thus realised that, to avoid unduly serious modification of the ten-year plan of development, it would be necessary to consider some increases in taxation where these could appropriately be applied. Two committees were appointed, one to advise the Comptroller of Customs on tariff revision and the other to advise on increased taxation from sources other than import duties. The development of local industry was regarded as of equal importance to counteract inflationary tendencies and so—indirectly—to minimize rising costs of Government developments.

#### *Some outstanding events of the year*

A Parliamentary delegation toured the country at the beginning of the year and was impressed with the progress being made in the Gold Coast.

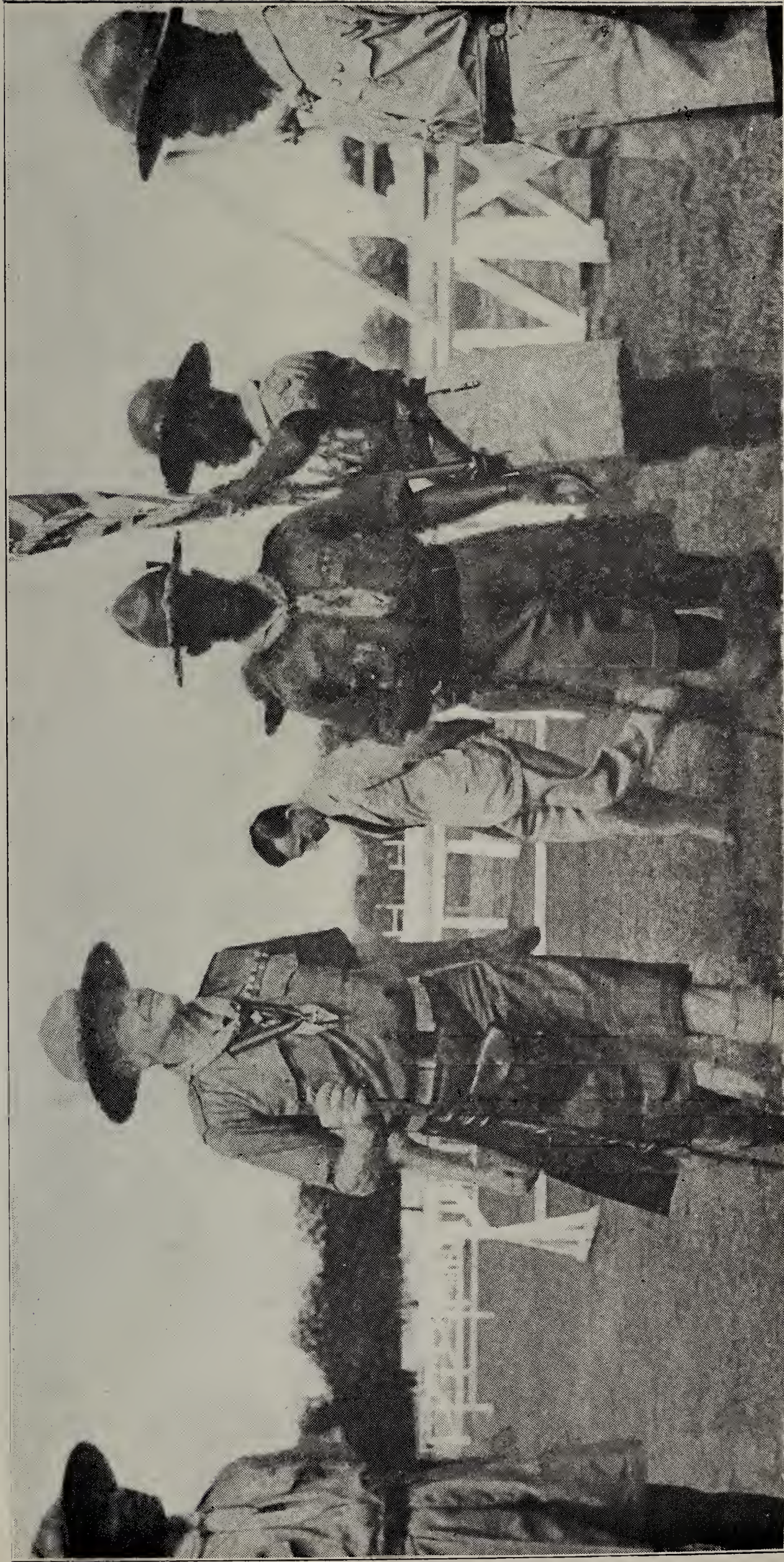
Other important visitors during the year included Lord Rowallan, the Chief Scout, and Field-Marshal the Viscount Montgomery of Alamein, Chief of the Imperial General Staff. The reception given to the latter when he rode round the streets of Accra has been compared with the reception given to the Prince of Wales (now the Duke of Windsor) when he visited the Gold Coast in 1925.

Lord Montgomery's visit, which took place in November, coincided with the first post-war military tattoo to be staged in the Gold Coast. This took place on the Accra Race Course: amongst those who took part were units of the Gold Coast Regiment and of the Nigeria Regiment, both of the Royal West African Frontier Force, detachments of West African signals and artillery units, and the Gold Coast Police Band.

The latter had only recently returned from a prolonged tour of the United Kingdom lasting throughout the British summer. They had played to large and enthusiastic audiences in London and many leading provincial towns and sea-side resorts where they had been given a hearty welcome, and had had the great honour of playing at Their Majesties' Garden Party at Buckingham Palace in June.

Expeditions of leading Swedish and Finnish scientists visited the Gold Coast to examine the total eclipse of the sun in May.





Visit of Lord Rowallan, Chief Scout.







*The Governors.*

Sir Alan Burns left the Gold Coast in August. On his retirement he was appointed as United Kingdom permanent representative on the Trusteeship Council of the United Nations Organization. He had been Governor of the Gold Coast for six years, and they had been years marked by most important developments in spite of the preoccupation of the Government and people with the successful prosecution of the war. His governorship will be remembered most of all for the new constitution granted to the Gold Coast in 1946.

His successor, Sir Gerald Creasy, had not taken up office when the year ended but had been stationed in Accra earlier in the year as Chief Secretary of the West African Council. He comes to the office of Governor at a crucial moment in the history of the Gold Coast, when the public demand for rapid development in every sphere was never more insistent but when there are many dangers to the economic and political life of the country. In the intricate and difficult tasks which lie ahead, he will be supported by the goodwill of all progressive and right-thinking men in the Gold Coast and elsewhere.

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# PART II







Nana Sir Tsibu Darku IX, kt., o.B.E., Chairman of the  
Elected Members of Legislative Council.





## CHAPTER I

## POPULATION

No census has been taken in the Gold Coast since 1931 when the population as enumerated was 3,163,568. Up to the middle of 1938 it was estimated that an average annual increase of about 86,000 had taken place, which produced an estimated population at that time of about 3,787,000.

During recent war years there was undoubtedly a considerable increase in immigration but no information is available as to how much of this has been permanent. In view of the many uncertainties, any estimate of the population at the present time must be subject to a wide margin of error but it is reasonable to suppose that it lies somewhere between four and four and a half millions. Of this figure about one-tenth inhabit Togoland under United Kingdom Trusteeship, one-sixth Ashanti, one-quarter the Northern Territories and a half the Colony.

At the census of 1931 the male population was about  $4\frac{1}{2}$  per cent in excess of the female.

In 1938 the estimated population of the six largest towns were as follows :—

Accra	...	...	...	...	...	74,937
Kumasi	...	...	...	...	...	44,627
Sekondi	...	...	...	...	...	22,356
Cape Coast	...	...	...	...	...	19,689
Tamale	...	...	...	...	...	19,495
Koforidua	...	...	...	...	...	14,274

The population of Tarkwa and its surrounding mines camps was estimated at roughly 17,000.

Since that date, war conditions resulted in abnormal migration between towns and country and the normal estimates of populations in the towns have accordingly been discontinued.

In the case of Accra, Sekondi and Takoradi, however, surveys made by local health authorities make it possible to give the following estimates :—

				<i>Mid 1944</i>	<i>Mid 1945</i>	<i>Mid 1946</i>
Accra	...	...	...	108,000	114,500	119,000
Sekondi	...	...	...	27,900	28,250	(not available)
Takoradi	...	...	...	—	16,500	17,200

Part of the increase of population in Accra since 1938 was due to an extension of the town boundary which added a population of nearly 10,000.

At the beginning of 1947 there were a little over 1,500 Non-Africans in Accra of whom two-fifths were British and two-fifths Syrian. Eleven other nationalities were represented among the remaining fifth.

By the end of the year preparations were nearing completion for the taking of another census early in 1948.

## CHAPTER II

## OCCUPATIONS, WAGES, LABOUR ORGANISATION

The year 1947, so far as wage-earning labour was concerned, marked the beginning of definite peace-time conditions as distinct from the transition period of 1946. In common with other African Colonial countries where economic production or industrialisation has progressed to any extent, the Gold Coast experienced considerable changes and a certain amount of upheaval in the position of all wage-earners. Rising prices and the revision of the remuneration of Government employees which had been postponed during the war years resulted in an alteration of the personal economic position of each individual who was dependent on wages for his existence, particularly of those residing in the larger towns and industrial centres. The introduction of improved conditions of remuneration and service for all Government employees in the first part of the year, following the reports made by the Harragin Commission and Korsah Committee, changed the position of all grades of Government employees, and the effects were felt subsequently throughout industry.

Before 1947 no statistics of labour employed in Agriculture, Commerce or Industry were available except in respect of Government Departments, Municipalities and the Mines. Subsequent to the introduction of Regulations made at the end of 1946 requiring all employers to keep registers and make returns of their labour, a statistical branch of the Labour Department has begun compiling particulars, but these are still incomplete owing to the difficulty in obtaining compliance by many small employers. Accordingly, the figures in Appendix I showing the numbers engaged in the main occupations of wage-earning labour must at present be regarded as only approximate. The table in the Appendix gives the industry or occupation, the approximate number of employees, the average hours worked each week and the minimum wage-rates for unskilled labour existing at the end of the year.

Increases in the salaries of established civil servants were paid at the beginning of March, and unestablished and daily-paid workers of Government came under new and improved conditions from the beginning of July. The larger mercantile firms made increases, commencing with the United Africa Company, Limited, at the beginning of June, and the granting of increased salaries and wages and various improvements in labour conditions suggested by the Labour Department have followed in all the main occupations, either by the employer taking the initiative, or through negotiation between employers' and workers' organisations, or as a result of strike action and subsequent arbitration. The approximate percentage increases in wages over 1946 rates have ranged from 11 per cent in the building industry to 40 per cent for unestablished employees of Government. Whilst some of the larger mercantile firms have made increases of over 30 per cent, others have been below 20 per cent.

In the timber industry and on cocoa farms increases in real wages have been in the region of 30 per cent. The increases of wages in the mining industry consequent on the award of the Arbitrator (made



in November) amounted to 35 per cent over the minimum rates existing at the beginning of the year. The general range of wages, as thereafter established in this industry, are shown below, as are also the corresponding figures at the end of 1946 :—

(i) *Underground*

		1946	1947
Unskilled	... ..	1/9 to 2/6 p.d.	2/6 to 3/- p.d.
Semi-Skilled	... ..	2/- to 4/- ,,	3/3 to 4/6 ,,
Artisans	... ..	3/- to 7/6 ,,	3/9 to 8/3 ,,

(ii) *Surface*

Unskilled	... ..	1/6 to 2/- ,,	2/- to 2/6 ,,
Artisans	... ..	3/3 to 5/6 ,,	4/- to 6/6 ,,
Clerks	... ..	2/- to 8/- ,,	2/6 to 10/- ,,

The cost-of-living index figure, which is prepared quarterly and based on official controlled prices as regards those items where prices have been fixed, had reached 198 at the end of 1946 and, after rising to 202 at the end of February and 207 at the end of May, dropped to 200 by the end of August because of a decrease in the prices of local products following a good harvest. This decrease was not maintained and the index figure rose to 211 at the end of November owing to the increased prices of local foodstuffs. Difficulty in enforcing controlled prices for local foodstuffs caused the removal of such control on the 1st of August. The existence of extensive blackmarket activities in imported goods, added to the high cost of accommodation, has affected adversely the position of industrial workers in the larger towns. On the recommendation of the Harragin Commission and the Korsah Committee, all cost-of-living allowances for Government employees were discontinued, and the allowances consolidated in the improved rates of salary or wages. Minimum wage-rates for unskilled labour in Government employment were fixed at three different rates in recognition of the differing standards and costs of living obtaining in certain well-defined divisions of the country ; the highest rate of 2s. 9d., rising to 3s. *per diem* after one year's service, being set for unskilled labourers employed in the three urban centres of Accra, Sekondi-Takoradi and Kumasi and also for railway employees. The rest of the country is divided for the purpose into two sections corresponding to the savannah areas of the north, and the more highly developed areas of Ashanti and the Colony to the south. In the former section, the Government minimum wage-rate is set at 2s. and in the latter at 2s. 6d. *per diem*.

The primary functions of the Labour Department are to afford assistance and advice to workers and employers, to promote good relations between them, and to provide information regarding all matters affecting labour. To effect the two former purposes, members of the field staff of the Department have to inspect places of employment and investigate complaints and claims, to recover unpaid wages, to look after and repatriate destitute and incapacitated workers, to assist and advise ex-Servicemen and workers (including migrant workers) seeking employment, to supervise the conditions of labour employed under public contracts, to encourage and assist in the development of responsible trade unions and to mediate in all disputes between employers and employed. The present staff of the Department comprises, in the Senior Service, a Commissioner of Labour.

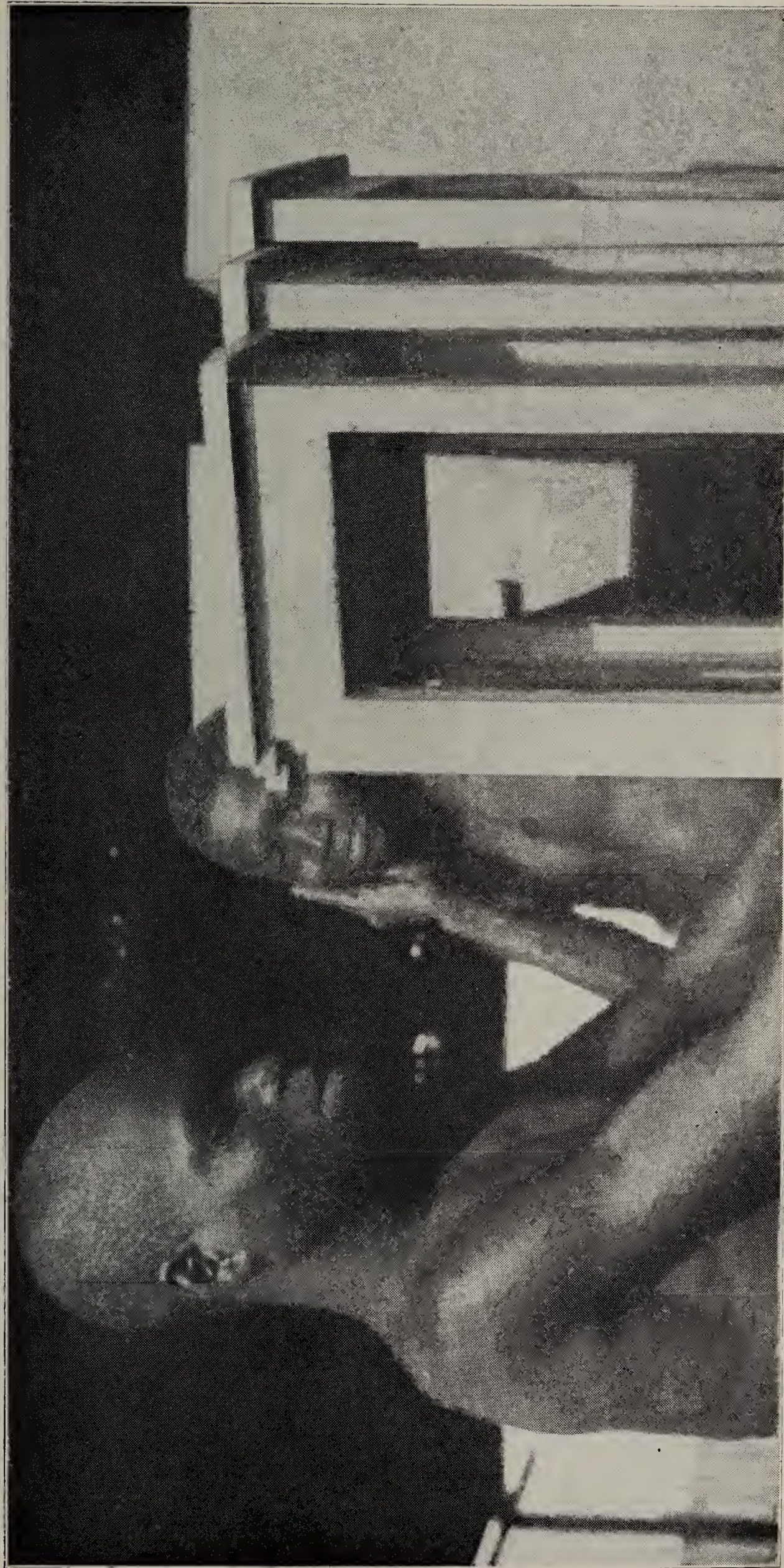


an Assistant Commissioner, who also supervises the resettlement of ex-Servicemen, a Senior Labour Officer, seven Labour Officers (three being locally appointed Africans) and two Resettlement Officers (temporary appointments). In the Junior Service, there are two First Division Clerks, six Labour Inspectors, 41 Second Division Clerks and four Resettlement Assistants (temporary appointments). Apart from headquarters, there are four main Labour and Resettlement Offices, with officers of the Senior Service in charge, and thirteen Labour and Resettlement Advice Centres, staffed by Labour Clerks and Resettlement Assistants, all of whom are ex-Servicemen. Although work in connection with the resettlement of ex-Servicemen is diminishing and being merged with the normal duties of a Labour Department, a total of 30,099 applications were made by ex-Servicemen to the Advice Centres during the year : of this number, 19,866 were applicants for employment and 10,233 sought assistance and advice on other matters. Work was found for 50·2 per cent of those who applied for it.

The number of properly constituted and registered trade unions rose during the year from 20, with a membership of 7,000, to 28 with a fully paid-up membership of 12,000. Of this latter number, three unions have memberships totalling between 2,000 and 5,000, three more have between 250 and 1,000, and twenty-two have under 250 members. There was a considerable increase in trade union membership during the year and the total number on the unions' books is estimated to stand at about 25,000. The trade unions which have shown the most activity during the year, both in organising their internal affairs and in pursuing claims for improved wages and conditions, were the Mines Employees Union, the Banks Employees Union, the unions in the industrial Departments of Government and the various unions dealing with workers in the transport industry. The advice and assistance of the Labour Department was frequently sought by the trade unions and by employers and their associations, and was given freely and impartially on the understanding that, when a dispute arose, the function of the Labour Officer was to mediate and not to arbitrate. Machinery for negotiation between employers and unions has been set up in the Mining Industry, the Public Works Department and the Posts and Telegraphs Department and has already played a useful part in the preliminary discussion of both wage claims and the improvement of working conditions.

Industrial disputes resulting in strikes lasting more than 24 hours occurred in 16 different industrial concerns. A total of 43,380 men were directly involved in these strikes and the loss of working time amounted to 1,310,000 man-days. The greater proportion of this large total of lost work was accounted for by two major strikes ; one in the mining industry involving 33,000 men for 35 days, and the other by the Gold Coast Railway employees, comprising 5,900 men who were idle for 15 days. In the mines dispute, direct negotiations having broken down and mediation by the Labour Department having failed, a settlement was reached and the strike terminated only after an Arbitrator from the United Kingdom, appointed by the Governor under the Trades Disputes (Arbitration and Inquiry) Ordinance, 1941, and sitting with local assessors representing the Chamber of Mines and the Mines Employees Union, had virtually completed the work of the Arbitration Tribunal. The subsequent award of a revised wage schedule and improved conditions of employment was accepted by both parties. In the case of the railway strike, in which the dispute





Furniture making.







lay between the Government and the Railway Employees Union, the Elected Members of the Legislative Council offered to mediate and eventually by their services brought about a settlement.

No new Labour legislation was introduced during the year. A comprehensive draft Labour Ordinance, embodying previous legislation on the subject and implementing the principles of the various International Labour Conventions which have been accepted, was prepared but was not ready for introduction in the Legislative Council in 1947.

The Workmen's Compensation Ordinance (No. 52 of 1940), provides for the payment of compensation in respect of death or injury to workmen employed in industry in cases arising from accidents suffered in the course of employment. There is at present no factory legislation nor legislative provision for sickness and old age benefits.

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## CHAPTER III

## PUBLIC FINANCE AND TAXATION

*Revenue and Expenditure*

The estimates of revenue and expenditure for the financial year 1946-47, exclusive of Development Expenditure, allowed for a surplus of £130,800. Development Expenditure was estimated at £1,457,760. The actual figures for the year, without taking Development Expenditure into account, disclosed a surplus of £1,833,005.

The investments held by the Government appreciated in value during the year by £26,579. This amount when added to the surplus of revenue over expenditure gave a total surplus for the year of £1,859,584. After deducting Development Expenditure there remained a net surplus of £964,028 which, when added to the General Revenue Balance of £4,710,673 at the opening of the year, gave a balance of £5,674,701 at the close of the year. This balance is exclusive of a Reserve Fund of £1,500,000 and an interest-free loan of £800,000 made to His Majesty's Government in the United Kingdom for the duration of the war.

The total revenue for the year was estimated at £6,222,120 ; the actual revenue was £7,567,589 which exceeded the estimate by £1,345,469. The total expenditure, exclusive of Development Expenditure, was estimated at £6,091,320 ; the actual expenditure was £5,734,584 which fell short of the estimate by £356,736. Development Expenditure, which was estimated at £1,457,760, totalled £895,556, thus falling short of the estimate by £562,204.

The estimated financial position on 31st March, 1948, is as follows :—

Excess of assets over liabilities on 31st March, 1947	£5,674,701	
Revised estimate of expenditure 1947-48		
Ordinary ... ..	£8,181,540	
Extraordinary ... ..	2,346,170	£10,527,710
Revised estimate of revenue 1947-48	10,241,800	
Less revised estimated Revenue from Colonial Development and Welfare funds in respect of schemes financed from Development ... ..	226,010	£10,015,790
Estimated deficit on year's working ... ..		511,920
		5,162,780
Revised estimate of Development Expenditure ...		1,725,051
		3,437,731
Add revised estimate of revenue from Colonial Development and Welfare funds in respect of Schemes financed from Development ... ..		226,010
Revised estimate of excess of assets over liabilities on 31st March, 1948 ... ..		£3,663,741



In addition to the excess of assets over liabilities there will be reserves of £3,300,000 as follows :

General Reserve Fund	...	...	...	£1,500,000
Supplementary Sinking Fund	...	...	...	1,000,000
Loan to H.M. Government	...	...	...	800,000
				<hr/>
				£3,300,000
				<hr/>

The above figures show an expected deficit of £511,920, as compared with the original estimate of a surplus of £453,100. This is due to increased salaries and wages and large payments of arrears in connection with the recent revisions. The net increase in expenditure on this account is expected to be approximately £1,900,000, but it will be partly offset by an increase of £916,000 in Revenue of which the chief items are Customs Revenue £535,000, arrears of profits tax £61,000, rent of quarters £100,000 and £99,780 in respect of the Gold Coast share of West African Currency Board profits.

A comparative statement showing the actual Revenue and Expenditure under the main Heads for the financial years 1944-45 to 1946-47 together with the revised estimates for 1947-48 and an analysis of the Balance Sheet at 31st March, 1947, will be found in Appendix VIII.

#### *Revenue and Expenditure of Native Authorities*

Appendix IX gives the actual Revenue and Expenditure of Native Authorities in respect of the financial years 1944-45 to 1946-47, together with the Estimates for 1947-48. Details of main heads of Revenue and Expenditure are given for the Colony and Ashanti : figures for the Northern Territories are not available.

#### *Public Debt*

The total funded debt of the Colony remained at £8,410,000. The loans are as follows :—£4,628,000 4½ per cent Inscribed Stock 1956 for the purposes of constructing Takoradi Harbour, the Central Province Railway and other railway and harbour works in the Colony : £1,170,000 4½ per cent Inscribed Stock 1960-70 for completion of Takoradi Harbour and of Kumasi Waterworks, Supreme Court Buildings and Accra Water-main construction ; £602,000 3 per cent conversion Stock 1954-59 for the redemption of part of the Gold Coast Government 3 per cent Stock 1927-52 and 3½ per cent Stock 1934-59 ; £2,010,000 3 per cent Inscribed Stock 1963 for the redemption of part of the Gold Coast Government 6 per cent Stock 1945-70. On the 31st March, 1947, the total of the Statutory Sinking funds for the redemption of the public loans stood at £1,674,543. There are no local loan issues.

#### *Main heads of taxation (Central Government)*

The main heads of taxation are Customs duties and Income Tax details of which are given below. The yield from these two sources in the financial year 1946-47 was £3,457,562 and £1,818,701 respectively.

*Main heads of Taxation (Native Authorities)*

The titles of the Heads of Revenue and Expenditure of Native Authorities, as given in Appendix IX, provide a sufficient description. Direct taxation is raised on a per capita basis and varies considerably according to the needs of the particular Administrations. Collection is based on nominal rolls compiled by Native Authorities' Treasury Staffs.

## CUSTOMS TARIFF

## PRINCIPAL IMPORTS DUTIES

Schedule Item No.	Article	Rate of duty
1	Apparel and Footwear :— (1) Cardigans, Jerseys, pull-overs, and similar garments. (2) Shirts ... .. (3) Singlets, chemises, under-vests and similar garments. (4) Socks and Stockings ...	6d. each, or 15 per cent <i>ad valorem</i> whichever is the higher. 6d. each, or 15 per cent <i>ad valorem</i> whichever is the higher. 2d. each, or 15 per cent <i>ad valorem</i> , whichever is the higher. 3d. per pair, or 15 per cent <i>ad valorem</i> , whichever is the higher.
3	Bags and sacks, measuring not less than thirty-six inches by sixteen inches, ordinarily imported for the packing and transport of West African produce ... ..	2d. each.
10	Cotton manufactures :— Piece goods (including scarves) (a) Bleached (b) Dyed (c) Coloured (d) Grey (e) Printed (f) Plushes, velvets, and other pile tissues.	$\frac{3}{4}$ d. per square yard 1d. „ „ „ 1d. „ „ „ $\frac{3}{4}$ d. „ „ „ 1 $\frac{1}{4}$ d. „ „ „ 3d. „ „ „
16	Matches :— In boxes containing 80 matches or less (Matches in boxes containing a greater quantity than 80 matches each to be charged in proportion) ...	4s. 6d. per gross of boxes.



CUSTOMS TARIFF—*contd.*PRINCIPAL IMPORT DUTIES—*contd.*

Schedule Item No.	Article	Rate of duty
	Matches :— <i>contd.</i>	
18	Newsprint, admitted as such by the Comptroller ... ..	7½ per cent <i>ad valorem</i> .
19	Oil :—	
	(1) Fuel and gas ... ..	1d. per imperial gallon.
	(2) Kerosene and power paraffin ... ..	10d. per imperial gallon at 80° Fahrenheit.
	(3) Illuminating oil — other kinds.	10d. per imperial gallon at 80° Fahrenheit.
	(4) Lubricating oil ... ..	5d. per imperial gallon.
	(5) Motor spirit ... ..	1s. per imperial gallon at 80° Fahrenheit.
21	Perfumery (except fancy soap) ...	33 per cent <i>ad valorem</i> .
23	Provisions :—	
	(1) Biscuits, bread and cakes—other kinds ... ..	3d. per lb.
	(2) Coffee :—	
	(a) Raw ... ..	2d. per lb.
	(b) Roasted, ground or otherwise prepared, including coffee substitutes, extracts, essences and other preparations of coffee ...	4d. per lb.
	(3) Confectionery ... ..	6d. per lb. or 15 per cent <i>ad valorem</i> , whichever is the higher.
	(4) Flour, wheaten ... ..	2s. per cwt.
	(5) Fruit, dried ... ..	2d. per lb.
	(6) Oils, edible ... ..	10d. per gallon or 15 per cent <i>ad valorem</i> , whichever is the higher.
	(7) Saccharin (including substances of a like nature or use) ... ..	2s. per oz.
	(8) Salt, table ... ..	5s. per 100 lb.
	(9) Tea ... ..	4d. per lb.

CUSTOMS TARIFF—*contd.*PRINCIPAL IMPORT DUTIES—*contd.*

Schedule Item No.	Article	Rate of duty
	(10) Vegetables :—	
	(a) Dried, canned or preserved	14s. per cwt.
	(b) Fresh—onions           ...    ...	$\frac{1}{2}$ d. per lb.
	(c) Fresh—potatoes       ...    ...	4s. per cwt.
	(11) Vinegar   ...    ...    ...    ...	1s. per gallon.
24	Silk (artificial) Manufactures :—	
	(1) Piece goods   (including scarves)	
	(a) Plushes,                } admitted as velvets and            } such by the other pile            } Comptrol- tissues.               } ler.	5d. per square yard.
	(b) Other kinds   ...    ...    ...	2 $\frac{1}{2}$ d. per square yard.
	(2) Handkerchiefs not in the piece, but excluding pocket handkerchiefs   ...    ...    ...	2 $\frac{1}{2}$ d. pr square yard.
	(3) Fents       ...    ...    ...    ...	1s. per lb.
	<i>Note</i> —"Fents" means remnants of cloth of irregular lengths being less than six yards.	
25	Silk manufactures :—	
	Noil cloth   ...    ...    ...    ...	1 $\frac{1}{4}$ d. per square yard.
26	Soap :—	
	(1) Common, including laundry, polishing, and soft soap   ...	6s. per cwt.
	(2) Other kinds, including shav- ing and medicated soaps, and perfumed soaps for toilet purposes   ...    ...    ...    ...	15s. per 100 lb.
27	Spirits :—	
	The true degree of strength of which can be immediately ascertained by Tralles' alco- holometer, of the strength of 50 degrees per centum of pure alcohol by such alcoholometer.	
	Brandy and Whisky       ...    ...	£2 11s. per imperial gallon.
	Rum       ...    ...    ...    ...    ...	£1 19s. 6d. per impe- rial gallon.
	Gin       ...    ...    ...    ...    ...	£2 5s. per imperial gallon.
	<i>Note</i> —The duties increase or de- crease according to strength.	



CUSTOMS TARIFF—*contd.*PRINCIPAL IMPORT DUTIES—*contd.*

Schedule Item No.	Article	Rate of duty
27	Not potable :—  Methylated :— (a) which the Comptroller of Customs is satisfied is imported solely for indus- trial, medical or scientific purposes and is not inten- ded for sale ... .. (b) Other ... ..  Perfumed, including dentifrices, toilet preparations, and washes  Other ... ..	1s. per imperial gal- lon. £1 19s. 6d. per im- perial gallon. £2 11s. per imperial gallon or 33½ <i>ad va- lcrem</i> , whichever is the higher. 5s. per imperial gal- lon.
29	Tar ... ..	3d. per imperial gal- lon.
30	Tobacco :— (1) Unmanufactured ... ..  Manufactured :— (2) Cigars ... ..  (3) Cigarettes :— (a) Not exceeding 3 lb. net per thousand ... .. (b) Exceeding 3 lb. per thou- sand ... .. (4) Other manufactured tobacco and snuff ... ..	2s. 9d. per lb.  12s. 6d. per lb.  3s. 4d. per 100. 13s. 4d. per lb. 8s. per lb.
32	Wine :— (1) Sparkling ... ..  (2) Still (in bottles) :— (a) When the alcoholic strength of the wine does not exceed 14·2 degrees Tralles ... ..	12s. per imperial gal- lon.  3s. per imperial gal- lon.

CUSTOMS TARIFF—*contd.*PRINCIPAL IMPORT DUTIES—*contd.*

Schedule Item No.	Article	Rate of duty
	Wine— <i>contd.</i>	
	(2) Still (in bottles) :— <i>contd.</i>	
	(b) When the alcoholic strength of the wine exceeds 14·2 degrees Tralles but does not exceed 24·5 degrees Tralles ...	7s. per imperial gallon.
	(3) Still (otherwise than in bottles) :—	
	(a) When the alcoholic strength of the wine does not exceed 14·2 degrees Tralles ... ..	3s. per imperial gallon.
	(b) When the alcoholic strength of the wine exceeds 14·2 degrees Tralles but does not exceed 20 degrees Tralles ... ..	5s. per imperial gallon.
	(c) When the alcoholic strength of the wine exceeds 20 degrees Tralles but does not exceed 24·5 degrees Tralles ... ..	7s. per imperial gallon.
33	Wood and Timber :— Unmanufactured :— Lumber, sawn or hewn, dressed or undressed ... ..	50s. per 1,000 superficial feet.

## EXPORT DUTIES

Item No.	Article	Rate of duty
1	Cocoa ... ..	£1 3s. 4d. per ton.
2	Diamonds ... ..	6½ per cent <i>ad valorem</i> .
3	Gold ... ..	20 per cent of the Gold premium.
4	Mahogany (unsawn logs) ... ..	2d. per cubic ft.
5	Mahogany (sawn) ... ..	1d. „ „ „
6	Cedar and Baku ... ..	1d. „ „ „
7	Manganese Ore ... ..	2s. per ton.
8	Kola nuts ... ..	6d. per 20 lb.





The Savings Drive.







*Excise and Stamp Duties*

The only commodity on which excise duty is charged at the present is beer. Stamp duties are charged upon those instruments which are normally regarded as being liable to stamp duty, transfers of shares in the Government or Parliamentary stocks or funds of Great Britain, and instruments for the sale, transfer or other disposition of any vessel or share in any vessel being exempt. No poll or hut tax is levied by the Government in the Gold Coast, neither is estate duty charged.

*Income Tax*

The tax was first imposed in the Gold Coast by the Income Tax Ordinance of 1943 and took effect as from the first April, 1944. Prior to that date there had been in existence a tax upon mining income of 1s. in the pound. This charge was repealed as from the 1st April, 1944 and incorporated in the Income Tax Ordinance.

Income accruing in or derived from the Gold Coast irrespective of the residence of the recipient, and income arising outside the Gold Coast and received in the Gold Coast by a Gold Coast resident, are liable to income tax.

The sources of income cover in general :—

- (i) Trades, businesses and professions.
- (ii) Employments.
- (iii) Investment income other than from realty or leasehold property.
- (iv) Pensions and annual payments.
- (v) Profits from realty or leasehold property.

The deductions allowed for the purpose of ascertaining the income from any chargeable source cover all outgoings and expenses wholly incurred in the production of that income.

Special provisions are made for ascertaining the chargeable income of Insurance Companies, ship-owners and charterers, air transport business and cable undertakings, carried on in the Gold Coast by non-residents.

Normally, the assessable income of any person for each year of assessment, commencing on the 1st April, is the full income derived from all sources of income during the year ending on the 31st March immediately preceding the year of assessment. Where the annual accounts of a trade, business or profession are made up to a date other than the 31st March then the income of the accounts year ending within the year ended on the 31st March is taken as being the income of the year to the 31st March. The following special provisions apply to the computation of the assessable income in the case of new trades and occupations :—

- (a) For the first year the assessable income is the actual income of that year.
- (b) For the second year the assessable income is the income for one year from the date of the commencement of the trade or occupation.
- (c) For the third year the normal basis applies.

Relief can be obtained where the income falls during the first three years of the business.

Special provisions also apply in the event of the cessation of a trade or occupation as follows :—

- (a) For the final year the assessable income is the actual income of that year.
- (b) For the penultimate year the assessable income is either the income of that year, or the income of the preceding year, whichever is the greater.

In the case of partnerships, the individual partners are assessed on their share of the partnership income as though they were carrying on the business or profession on their own.

In ascertaining the amount of income which is chargeable to income tax, the following allowances are given to individuals resident in the Gold Coast during the year of assessment and to non-resident British subjects or protected persons :—

- (1) To every individual £150, if an unmarried woman £200 extra.
- (2) If during the year immediately preceding the year of assessment—
  - (a) he had a wife living with or maintained by him £200 ; or
  - (b) he paid alimony or maintained a former wife under a divorce order or a deed of separation the amount payable under the Court order up to £200 ;
  - (c) he maintained an unmarried child who was under the age of 16 years at any time within that year or who was receiving full-time educational instruction or serving under articles or indentures with a view to qualifying in a trade or profession :—
    - (i) where the child is resident in the Colony.
    - (ii) where the child is not resident in the Colony, the amount expended on maintenance and education up to £100.

The allowances are limited to :—

- (i) a maximum of four children ;
- (ii) children not in possession of a total income exceeding the allowance otherwise due ;
- (d) contributed towards the maintenance of a relative of himself or his wife, the amount contributed up to £100. If more than one person contributes, the allowance is apportioned *pro rata* to the contributions ;
- (e) paid premiums for life insurance, the amount of the premium, limited to :—
  - (i) one-sixth of his total income.
  - (ii) seven per cent of the capital sum assured on death.

Relief is also given for contributions to approved provident or pension funds and in certain circumstances for the amounts expended on travel to and from the Gold Coast for recreation or health.

Provision is made for giving relief in those cases where a person has paid or is liable to pay tax on the same income in both the Gold Coast and any other part of the British Commonwealth.



Collection of tax at source applies only to dividends paid by companies incorporated in the Gold Coast and to mortgage and debenture interest paid to persons resident outside the Gold Coast.

The income of a married woman living with her husband is deemed to be the income of the husband and is assessed in his name. Collection of tax may be made from the wife of the proportion of the total tax which her personal income bears to her husband's total income.

Assessments made by the Commissioner are subject to appeals to the Supreme Court and from the Supreme Court to the West African Court of Appeal.

Additional assessments may be made at any time up to six years after the end of the year of assessment for which the income is assessable. Claims for repayment of tax improperly charged may be made within a similar period.

- (a) Where a notice of assessment is issued for any year before 1st February in that year, tax is payable as to one-half within two months of the date of service of the notice of assessment and as to one-half by the 31st March next following.
- (b) Where a notice is issued on or after the 1st February, the whole tax is payable within two months of the date of issue of the notice of assessment.
- (c) Where in case (a) one-half of the tax and in case (b) the whole of the tax is not paid within the two months specified the whole tax plus a penalty of 5 per cent becomes payable forthwith.

Tax may be collected by deduction from official pay, and, at the option of the taxpayer, from non-official pay. Neither of these courses has yet been adopted in the Gold Coast.

Tax is payable on chargeable income, arrived at after all deductions and allowances have been taken off the gross income at the following rates :—

- (a) Upon individuals and bodies of persons :—

<i>Chargeable Income</i>				<i>Rate of Tax</i>		
				£	s.	d.
For every pound of the first	£200	...		0	0	3
„ „ „ „ „ next	£200	...		0	0	6
„ „ „ „ „ „	£200	...		0	0	9
„ „ „ „ „ „	£200	...		0	1	0
„ „ „ „ „ „	£400	...		2	0	0
„ „ „ „ „ „	£800	...		3	0	0
„ „ „ „ „ „	£1,000	...		0	4	0
„ „ „ „ „ „	£1,000	...		0	5	0
„ „ „ „ „ „	£1,000	...		0	6	0
„ „ „ „ „ „	£5,000	...		0	7	6
„ „ „ „ exceeding	£10,000	...		0	10	0

- (b) Upon Companies at 7s. 6d in the pound.

- (c) In the case of individuals, bodies of persons and companies holding a concession under the Concession Ordinance, 1939, a lease under the Minerals Ordinance or owning land on which mining operations are carried on by the owner, a charge of 1s. in the pound on all income derived from mining is made in addition to the charge under (a) or (b).

SCHEDULE SHOWING THE INCIDENCE OF TAX ON COMPANIES  
FOR THE YEAR OF ASSESSMENT 1947-48.

<i>Chargeable Income</i>		<i>Non-Mining Companies at 7/6 in £</i>		<i>Mining Companies at 8/6 in £</i>
£		£ s. d.		£ s. d.
200	...	75 0 0	...	85 0 0
500	...	187 10 0	...	212 10 0
700	...	262 10 0	...	297 10 0
1,000	...	375 0 0	...	425 0 0
1,500	...	562 10 0	...	637 10 0
2,000	...	750 0 0	...	850 0 0
5,000	...	1,875 0 0	...	2,125 0 0
10,000	...	3,750 0 0	...	4,250 0 0

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## SCHEDULE SHOWING INCIDENCE OF TAX ON INDIVIDUALS FOR THE YEAR OF ASSESSMENT 1947-48

Charge- able Income	Single Man	MARRIED MAN									
		No. Children	One Child		Two Children		Three Children		Four Children		
			In Colony	Out of Colony	In Colony	Out of Colony	In Colony	Out of Colony	In Colony	Out of Colony	
£	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	
200	0 12 6	—	—	—	—	—	—	—	—	—	
500	6 5 0	1 17 6	1 11 3	0 12 6	1 5 0	—	0 18 9	—	0 12 6	—	
700	13 2 6	6 5 0	5 12 6	3 15 0	5 0 0	1 17 6	4 7 6	0 12 6	3 15 0	—	
1,000	30 0 0	17 10 0	16 5 0	13 2 6	15 0 0	9 7 6	14 11 3	6 5 0	13 2 6	3 15 0	
1,500	87 10 0	60 0 0	57 10 0	50 0 0	55 0 0	40 0 0	52 10 0	30 0 0	50 0 0	22 10 0	
2,000	162 10 0	132 10 0	128 15 0	117 10 0	125 0 0	102 10 0	121 5 0	87 10 0	117 10 0	72 10 0	
5,000	890 0 0	830 0 0	822 10 0	800 0 0	815 0 0	770 0 0	807 10 0	740 0 0	800 0 0	710 0 0	
10,000	2,753 15 0	2,678 15 0	2,669 7 6	2,641 5 0	2,660 0 0	2,603 15 0	2,650 12 6	2,566 5 0	2,641 5 0	2,528 15 0	

## CHAPTER IV

## CURRENCY AND BANKING

*Currency*

The amount of money in circulation in the Gold Coast cannot be accurately determined, owing to movements of currency between the Gold Coast and the other West African colonies. It is, however, improbable that such movements during the past few years have been considerable.

The estimated amount of currency in circulation (exclusive of silver and old type alloy) at the 31st December, 1947, was as follows :—

£1 notes	...	...	...	...	...	£7,334,639
10/- notes	...	...	...	...	...	2,193,178
2/- alloy	...	...	...	...	...	7,118,400
1/- alloy	...	...	...	...	...	807,600
6d. alloy	...	...	...	...	...	206,895
3d. alloy	...	...	...	...	...	147,400
Nickel (1d, ½d, 1/10d)	...	...	...	...	...	155,661
						<u>£17,963,773</u>

As the Annual Report for the year 1946 gave figures of currency in circulation up to the end of the financial year 1945-46 the following figures of the last five financial years are included for the purposes of comparison and continuity.

			31-3-43	31-3-44	31-3-45	31-3-46	31-3-47
			£	£	£	£	£
£1 notes	...	...	2,751,023	3,024,740	3,420,930	3,731,559	5,407,950
10/- notes	...	...	570,464	546,034	519,459	601,177	987,877
2/- alloy	...	...	3,475,699	3,752,199	4,669,979	5,614,300	6,587,499
1/- alloy	...	...	631,600	711,000	702,000	771,000	801,700
6d. alloy	...	...	159,245	180,545	179,295	189,945	206,295
3d. alloy	...	...	105,200	115,400	119,925	128,300	139,200
Nickel	...	...	128,754	135,316	139,076	144,022	148,987
Total	...		7,821,985	8,465,234	9,750,664	11,180,303	14,279,508

The increase in the amount of money in circulation is largely due to the increased price of cocoa. The continued development of the timber industry, increased wages and increased building on the part of Government, the commercial firms and the public also contribute to the greater amount of cash in circulation. Meanwhile the continuing scarcity of consumer goods accentuate inflationary tendencies and it will be some time before conditions are stabilized and an assessment can be made of the purchasing power of the West African pound in the Gold Coast.





Farewell durbar for Sir Alan Burns at Cape Coast.







Every effort is made to ensure an adequate distribution of the limited supply of imported goods and price control of essential commodities remains in force.

Exchange Control continues to operate on lines similar to those adopted in the United Kingdom.

### *Banks*

There are two banks operating in the Gold Coast—the Bank of British West Africa and Barclays Bank (Dominion, Colonial and Overseas). Branches of these banks are established in the larger towns throughout the country. Barclays Overseas Development Corporation Limited, which was formed in London in 1946 by Barclays Bank (Dominion, Colonial and Overseas) primarily for the purpose of assisting in the economic development of Colonies in which that bank is established, continues to operate with the Gold Coast branches of the bank as agents.

The Gold Coast Co-operative Bank Limited, which was established under the Co-operative Societies Ordinance in October, 1946, continues to provide credit facilities for the Co-operatives including finance for the marketing of cocoa. The Co-operative Bank operates on loan accounts with the Bank of British West Africa and Barclays Bank (Dominion, Colonial and Overseas) which are guaranteed against loss by Government up to a maximum of £700,000.

The expansion of normal banking business referred to in the Annual Report for the year 1946 was accentuated during 1947 by the further increase in the price of cocoa and by an all-round increase in wages and salaries.

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## CHAPTER V

## COMMERCE

## IMPORTS

The recorded value of imports for 1947 was £25,000,000. This figure includes currency notes and specie but does not include imports over-land (amongst which there are important quantities of live-stock, coconut oil and other articles), nor does it include imports by post.

The recorded value of similar imports for 1946 was £17,500,000 and the 1947 figure therefore represents an increase of more than 43 per cent. In 1938 the figure was £10,400,000.

If currency notes and specie are excluded, the figures would be reduced to £20,800,000 for 1947, £12,900,000 for 1946 and £7,700,000 for 1938.

A portion of the increase shown by the 1947 figure over than for 1946 was due to higher prices but there was also a substantial increase in volume. In 1947, 518,000 tons of goods were landed at Gold Coast ports, as against 414,000 tons in 1946—an increase of 104,000 tons or 25 per cent of the 1946 figure.

Fully detailed statistics of imports for the whole of 1947 are not yet available but those for the first ten months of the year indicate that the increases represented by the figures above extended over most articles. Figures for quantities imported are not available in certain cases and it is necessary to give those for values.

The quantities of imports of motor vehicles and rubber tyres and tubes was greater by over 100 per cent than in the period January to October, 1946. The value of imports of apparel, cotton manufactures not otherwise enumerated, electrical and industrial machinery similarly rose by 100 per cent.

The quantity of imports of milk, spirits (gin and whisky), railway carriages, wagons and trucks and motor spirit was higher by over 50 per cent, and there was a similar rise in the value of imports of iron and steel manufactures and perfumery.

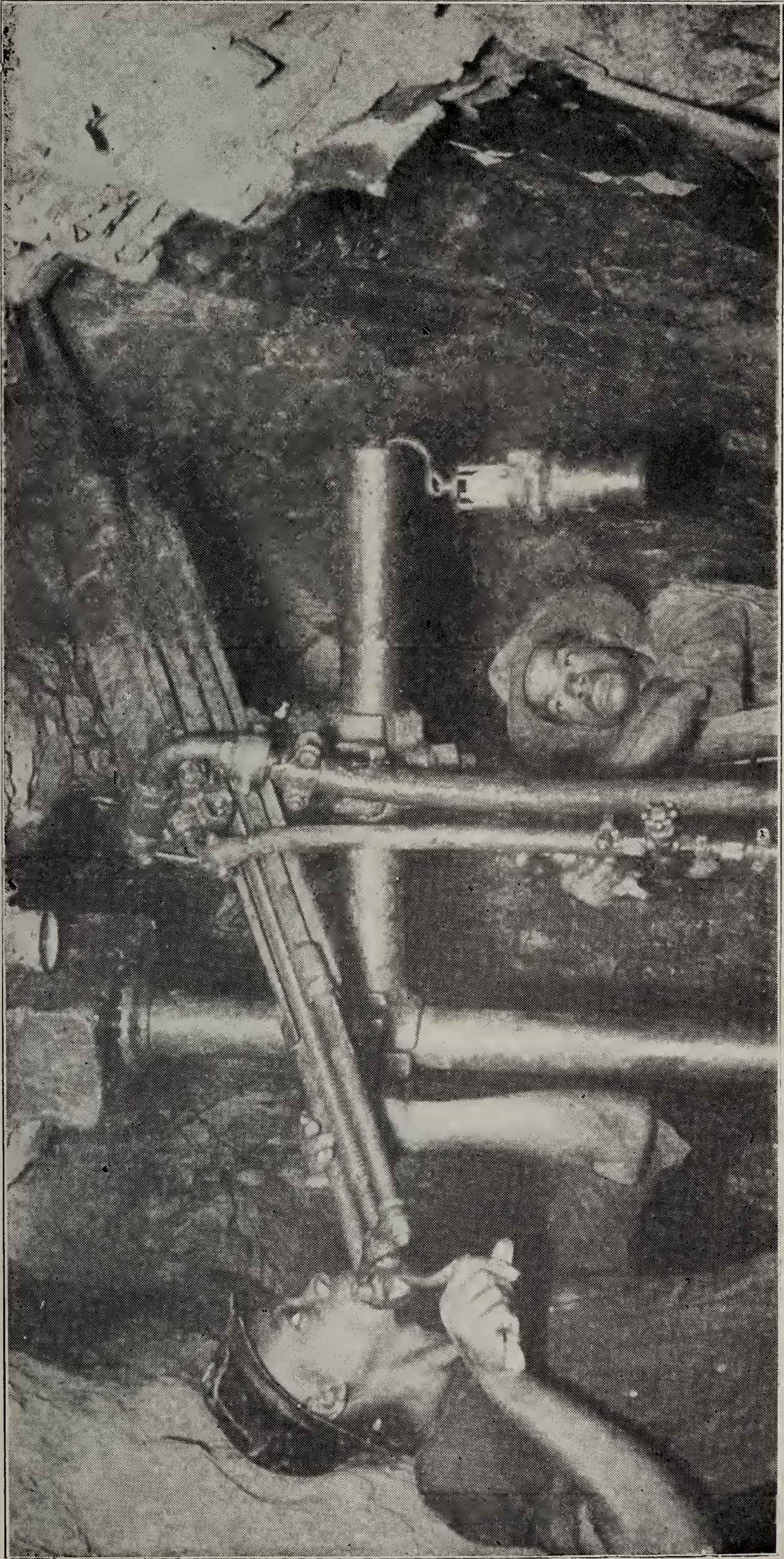
The most important item of our imports, cotton piece goods, rose by eight per cent from 30,000,000 to 32,400,000 square yards, the average landed cost per square yard being 2s. 1d. as compared with 1s. 6d. in 1946. This commodity accounted for about one-fifth of the total value of merchandise imported.

Decreases occurred in the quantity of imports of unmanufactured tobacco (nine per cent), coal (21 per cent), bags and sacks (44 per cent), artificial silk piece goods (17 per cent) and locomotives.

## EXPORTS

The value of exports rose from £19,700,000 in 1946 to £20,400,000 in 1947. The value in 1938 was £11,100,000. Re-exports were valued at £450,000 (including currency notes and specie valued at £37,000).





Gold Mining.







With the exception of unmanufactured timber, hides and skins, palm oil and kola nuts, all important exports by sea were less in quantity than in 1946.

Exports of cocoa by sea fell from 221,000 tons to 162,000 tons but, owing to higher prices paid to producers, the value rose by over a million pounds. The figures quoted exclude exports overland frontiers for which complete details are not yet available. Cocoa accounted for about half the value of exports in 1947. The principal cause of the declining exports of cocoa has been the swollen shoot disease, which is described in Chapter six.

Gold was less in both quantity and value by 12 per cent. The value fell by half a million pounds to £4,900,000. Exports of gold are still well below the pre-war level. In 1938, 677,000 fine ounces were exported as compared with 569,000 fine ounces in 1947.

The quantity of diamonds exported fell from 809,000 carats to 747,000 carats but the value increased by £123,000 to £746,000. In 1938, nearly 1,300,000 carats were exported.

Manganese ore, the third most important export, was reduced from 765,000 tons to 589,000 tons and bauxite from 114,000 tons to 96,000 tons.

A substantial increase was recorded in exports of unmanufactured timber, the quantity rising from 4,300,000 cubic feet to 5,700,000 cubic feet and the value from £950,000 to £1,600,000. There has been a considerable expansion in the timber industry in the last ten years: less than 700,000 cubic feet of timber were exported in 1937.

Exports of rubber fell from 1,038 tons to 377 tons, of lime juice from 418,000 gallons to 335,000 gallons and of lime oil from 720 gallons to 174 gallons.

Palm oil showed a small increase from 165 tons to 183 tons but palm kernels fell from 4,716 tons to 2,986 tons.

Exports of hides and skins were greater at 56,281 lb. as compared with 51,604 lb. in 1946. Kola nuts also rose from 100 tons to 615 tons but the bulk of the exports of this commodity are sent overland and are not included in the figures quoted.

#### THE COCOA MARKETING BOARD

On the 1st October, 1947, the marketing of cocoa for export was brought under the Gold Coast Cocoa Marketing Board by Ordinance No. 16 of 1947. The Board was to receive the profits which had accumulated out of the bulk purchase of cocoa during the war years by the West African Produce Control Board and it was thought that, in respect of the period up to 30th September, 1947, the total sums payable to the credit of the Board would amount to £14,000,000. The use to which the funds at the disposal of the Board were to be put was under consideration at the end of the year. The size of the stabilization fund was under discussion. The sum of £150,000 was earmarked for a soil survey of the cocoa areas and Government was considering a scheme for the payment of rehabilitation grants to cocoa farmers who had suffered loss through the swollen shoot disease of cocoa: it was thought that the Board should be invited to finance this scheme.



## CHAPTER VI

### PRODUCTION

#### THE PRINCIPAL PRODUCTS OF THE GOLD COAST

##### INTRODUCTORY

The Gold Coast is primarily an agricultural country and its economic stability is in no small measure dependent upon the production and export of cocoa. There are, however, other important products both agricultural and non-agricultural. The mineral exports of the country make an effective contribution to its economic life, and timber is assuming rapidly increasing importance as new forest concessions come into production.

##### AGRICULTURAL PRODUCTION

The country north of the main mountain range differs markedly in its agricultural and other aspects from that south of the range. The means of communication are poor ; there is no railway and good roads are few. Drought conditions are also more severe. In consequence the standard of living of the population is lower than that obtaining in the South and a more primitive economic system is apparent. The system of agriculture is governed by the occurrence of annual droughts, it is almost entirely annual and largely confined to the production of food. Among cereals, guinea-corn (sorghum), millet (*Pennisetum*) and to a less extent Indian corn (Maize) are predominant. Yams and cassava are grown over most of the savannah country, and minor crops are groundnuts, bambarra groundnuts (*voandzeia*), rice, various beans, fra-fra potato (*coleus*), *geocarpa* (*kerstingiellia*) and cotton. In the extreme North, the amount of root crops grown is very low and the proportion of cereals in farming rises as high as 90 per cent. Consequently any threat to cereals, such as locusts, is a source of great anxiety in these districts. Live-stock can be kept over most of the savannah country. The main food-crops in the dry parts of the Northern Territories include early and late millet and guinea-corn, groundnuts, beans and oil seeds. Further south yams are of the first importance, but millet, maize, guinea-corn, beans, groundnuts, and rice are also grown.

South of the mountain range, perennial crops such as cocoa, kola and coffee are of importance in the scheme of agriculture. Of these permanent crops, cocoa is outstandingly the most important. Yams, coco-yams, plantains, sweet potatoes, cassava, maize, beans and groundnuts are the main food-crops cultivated : much use is also made of palm oil and fruits. The local supply of foodstuffs in some of the cocoa areas is inadequate and there is a net import of foodstuffs in these areas to meet local requirements.

The coastal zone is a relatively dry area where the staple foods are cassava, maize, plantains, palm oil, rice and coconuts.

In the forest and coast zones various vegetables are extensively grown, including okros, tomatoes, chillies and garden eggs. During the war the cultivation of European vegetables such as cabbages, cauliflowers, carrots, and spinach was undertaken successfully.



## LIVE-STOCK

There are over 300,000 small unhumped cattle in the Gold Coast, of which 250,000 are in the Northern Territories and the remainder in the plains of the Eastern Province of the Colony, with a few scattered herds elsewhere. This unhumped type of cattle has been resident in West Africa for many generations, and has acquired some tolerance to local disease, which is not possessed by imported breeds of cattle. The humped Zebu is susceptible to trypanosomiasis, but is more resistant to rinderpest and is a good traveller. It is not indigenous but when it is gradually acclimatised the progeny acquire reasonable tolerance when local environment is suitable.

Before the war pig breeding was already general throughout the coastal and forest regions. Considerable impetus to this industry was given by the heavy demands of the military forces during the war.

Poultry is commonly kept but suffers from disease in all parts of the country.

Horses and donkeys are plentiful throughout the Northern Territories. The horse is used purely for hacking and is small and of poor formation. It is also highly susceptible to trypanosomiasis. Donkeys, though small, are used as pack animals.

A very poor type of sheep is indigenous but some success in experimental improvement has been achieved and ewe weights have been increased at the Government Veterinary Station at Pong-Tamale to 60 lb. as against the normal weight of under 40 lb. Progress is slow and sheep diseases are legion. They have been investigated and the causes have been discovered but the remedies, although mostly available to Government farms, are beyond the resources of the poor and generally ignorant peasant. Even this slow progress is, however, valuable so long as the present considerable trade at high prices continues.

## FOREST PRODUCTS

The principal products of the forests are timber, roundwood poles, firewood and sundry minor forest products.

All the timber comes from the Closed Forest Zone, which comprises approximately 30,000 square miles or 28 per cent of the area of the whole country : of this area Forest Reserves comprise 5,894 square miles. The bulk of the out-turn of timber comes from forest areas outside Forest Reserves, but no records of out-turn for these areas are available except in respect of logs sent to port for export. It is estimated, however, that the out-turn during the year was some 7,000,000 solid cubic feet.

Roundwood poles and firewood are derived both from the Closed Forest Zone, and from the savannah Forest Zone situated in the north of Ashanti, part of Togoland and the Northern Territories. This Zone covers over 61,000 square miles, of which only 1,294 square miles so far comprise Forest Reserves. Large quantities of roundwood poles are used in the Northern Territories for building purposes, but figures of production are not available. The consumption of firewood is enormous : for the Colony, Ashanti and Togoland it may be estimated at some 160,000,000 solid cubic feet, to which must be added an unknown quantity for the Northern Territories.



The principal minor forest products are bamboos, canes, grasses, vegetable oils and seeds, palm wine, gums and resins, rubber and latex chew sticks, tieties and game. The total value of the output may be estimated at £720,000 excluding the Northern Territories.

### *Fisheries Production*

Fish from the sea provides much of the protein in the diets of the Colony and Ashanti, where the demand for it is so great that even in the height of the fishing season it is far from being satisfied. The catch is largely derived from the following four fisheries :

- (i) The " ali " net fishery for two species of *Sardinella*, practised chiefly by Fanti fishermen. From June to September this net is fished at night as a drift net to catch *Sardinella aurita*, and for the rest of the year as a ring net for *Sardinella cameronensis*. The movements of the former, which yields the larger catch, appear to be determined by the temperature of the sea, as when that exceeds 25° C. it is seldom caught. In 1946 the sea off Accra remained below this temperature for four months and catches were large and regular, but in 1947 there were wide fluctuations in temperature during the same period and the catch was less than half that of the previous year.
- (ii) A shore seine fishery for a horse mackerel, *Caranx* sp., which from September to December appears in large shoals off the coast to the east of the Volta estuary, an area towards which the easterly setting current carries the outflow of the river. Special nets nearly a mile in length are used, and catches of ten tons in a single haul are frequent.
- (iii) A shore seine fishery with smaller nets, some 200 yards in length, which work wherever the beach is suitable and catch a variety of species, including threadfin, drum, baracuta, and mackerel. Seine fishing is specially the art of men of the Keta district, who may be found practising it throughout the coast of the Colony and neighbouring territories.
- (iv) A line fishery for tunny, shark, sailfish, and bream, carried on largely by Accra Fishermen.

### *Mining Production*

Gold, diamonds, manganese ore and bauxite are mined in the Gold Coast. The area richest in minerals and in which practically all mineral production is carried out is the Western Province of the Colony. The Government Mines Department, under the Chief Inspector of Mines, is situated at Tarkwa which is the most important single mining centre.

### *Industrial Production*

There is little export, of any value, of manufactured goods, although a number of derived or processed products or bi-products figure amongst the country's exports. These include (in many cases only in very small quantities) beer, ale, stout, porter, fruit juice, grain, flour, meal, gums, hides, skins, lime oil, shea butter, leather, and manufactured wood or timber. There is more extensive production of certain articles for internal use, and these include furniture and other timber articles, locally-woven cloth, bricks, tiles, beeswax, and so on.



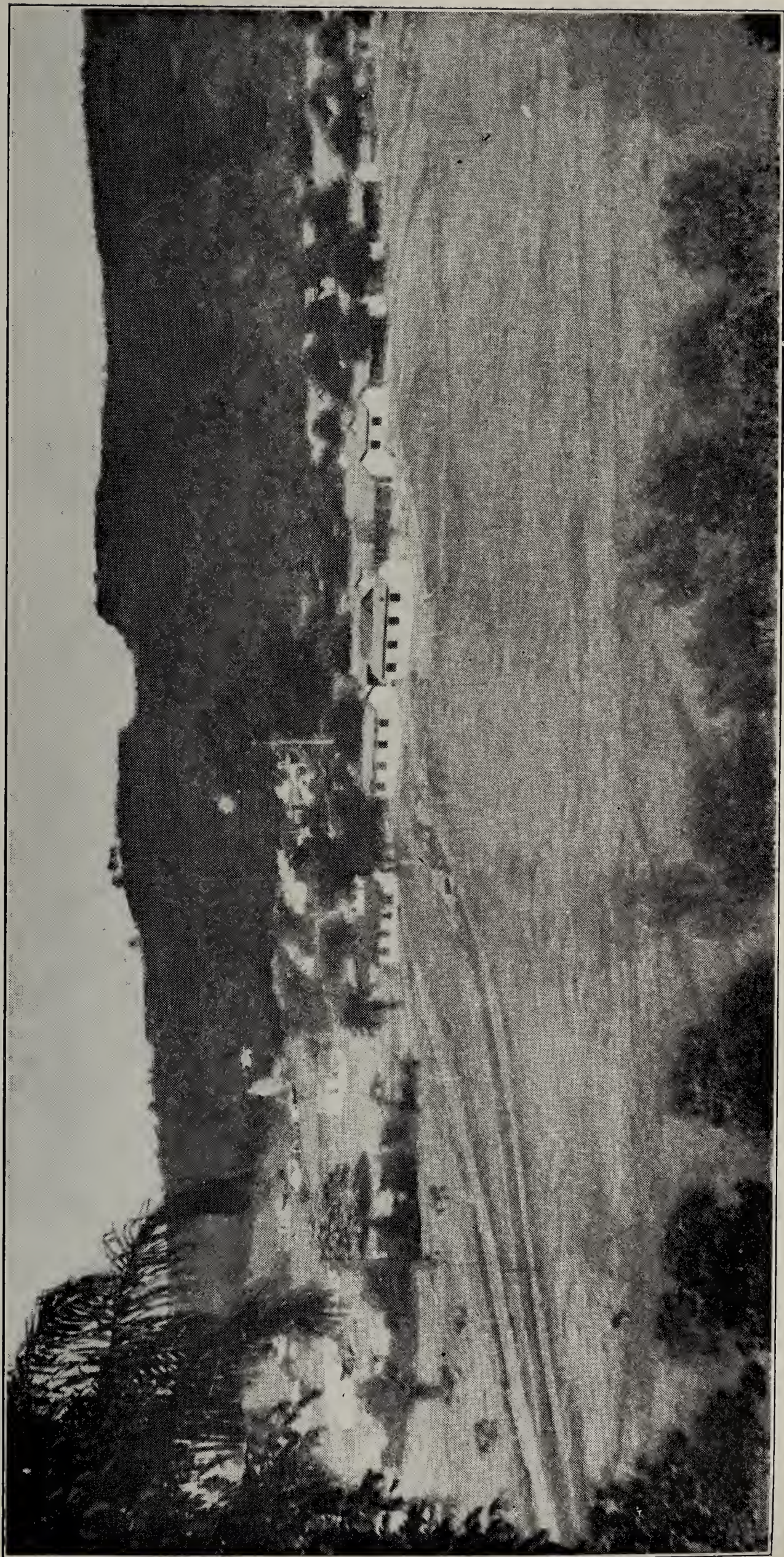


View in a Forest Reserve.









A manganese mine at Nsuta.







## THE ORGANIZATION OF PRODUCTION

*Agriculture . General*

Agriculture is the main pre-occupation of the people of the Gold Coast and it is almost entirely in the hands of African peasant farmers. Cocoa plantations are widespread in the forest zone and there are a few plantations of rubber and oil palms. Limes are also grown in the Southern part of the Colony. The population engaged in agriculture is well distributed over the country, and there is probably no colony in the Empire which possesses so much farm land in proportion to its size.

In general the farmers of the northern savannah areas are concerned primarily with the production of food and clothing for their own needs. Climatic conditions force them to work harder than the farmers in the South to obtain their crops. There is, at present, only a small surplus of foodstuffs but there is an increasing trade in cattle, sheep and goats which come South to the forest country. It will only be through the adoption of improved agricultural systems and through improved communications that the production of crops for export will become possible.

In the South, before the war, food-crops were cultivated intensively only in certain of the drier areas, or where proximity to the larger towns rendered their cultivation profitable. In the Ada-Keta region, for example, where the meteorological conditions resemble those of the Northern Territories, a poultry and food-crop industry grew up. Round Koforidua, Kumasi and Sekondi food farms were characteristic agricultural features. Although a proportion of the food-crops was necessarily grown for immediate local consumption, cash rather than consumption was the main incentive to production. The economic upheaval caused by the war increased this tendency and caused a rapid and intensive spread of food-crop farming throughout the South. The ready and profitable market for annual crops has led to a speeding up of production ; this in turn has led to unwise exploitation of the forest areas, and has paved the way for sheet erosion as a result of hill-top farming and the denudation of extensive areas of their natural cover.

*Agriculture : the Cocoa Industry*

The first mention of cocoa having been grown in the Gold Coast was made in a Dutch book \* published in 1814, in which this crop was said to be found in abundance in the country. There is some reason to believe, however, that the term "Cacao" there used may have been intended to mean what we now call "Coconut". In any case, the cultivation of cocoa seems to have lapsed, and further attempts to introduce the plant in 1857 and 1866 achieved little better results. In 1879 Tetteh Quarshie, a native of the Gold Coast, brought home some seedlings from Fernando Po and distributed them among his family. A few years later the first official importation was made by the Governor, and from that time the industry expanded with rapidity.

The cocoa year is divided into two seasons. The main crop is gathered from August to February, and the mid-crop from April to

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\* See No. 92 in the Bibliography which forms Chapter 6 of Part III of this report.



August. Before the war, price fluctuations in the world markets were reflected in the price of cocoa, and the small peasant farmers, who form the largest section of the cocoa-producing population, suffered severely and incurred a heavy load of indebtedness. The system of control imposed during the war put an end to this state of uncertainty and did much to stabilise the economic position of the farmer. The Gold Coast Cocoa Marketing Board was set up by statute as a body corporate in April, 1947 and began operation on the 1st of October, 1947. The Board sells its cocoa through its own marketing organisation at world price. In good years the Board will make a profit arising from the difference between the world price and that which it pays to the farmer. It is intended that this margin will act as a stabilisation fund in bad years to cushion the effects of price fluctuations in the world market. The price paid to the farmer for a 60 lb. load of cocoa was raised in 1946 from 15s. to 27s. 6d. and to 40s. in October, 1947.

It is impossible to estimate accurately the area of land under cocoa cultivation in the Gold Coast. The average annual production for the five-year period immediately before the war was roughly a quarter of a million tons. A general assumption is that one ton of cocoa is obtained from four acres, so that there would appear to be approximately 1,000,000 to 1,250,000 acres under cultivation, and almost the whole of this in the hands of peasant farmers. The annual cash income from cocoa received by the agricultural community runs into millions of pounds and is the basis of the country's economic life. In 1946 the f.o.b. value of cocoa exported by sea amounted to £8,997,141 or approximately 46 per cent of the total maritime exports during that year.

The serious economic effect which the spread of a killing disease through the cocoa areas would have on the people of the Gold Coast needs no emphasis. For many years the cocoa industry enjoyed relative immunity from serious diseases or pests, although the damage caused by the cocoa capsids, *sahlbergella singularis* and *Distantiella Theobroma*, was known to be severe and every effort was made to find a practical method of controlling these insect pests. In 1936, however, a far more serious disease was proved to exist and its spread since that time has threatened the future existence of the whole industry. A brief account of this disease and of the measures taken to deal with it are essential to a true understanding of the Gold Coast industry. This aspect of the industry is dealt with in a later section of this Chapter.

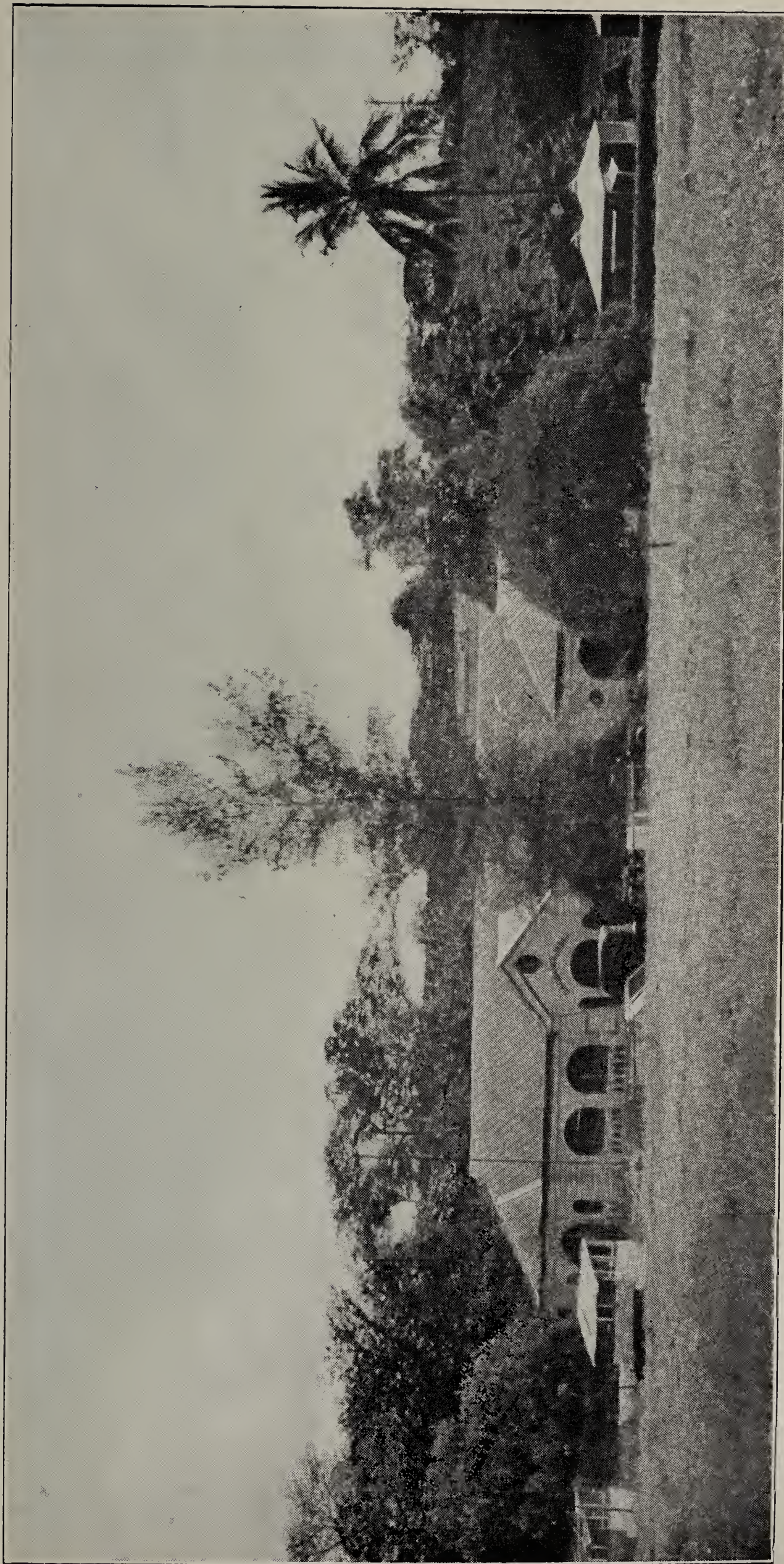
### *Oil Palms*

The oil palms industry was one of the main agricultural industries of the Gold Coast until it was displaced by cocoa. During the war production was stimulated because of the urgent need for fats in the United Kingdom ; but it is unlikely that any efficient export industry in these products is at present possible. There is, however, considerable local utilization of palm products, such as oil, kernels and kernel oil.

### *Coconut*

The main copra producing centres are the coastal strips in the extreme west and east of the Colony. There is also a considerable production of coconut oil in the Keta district and along the coast of the Western Province. Coconut planting has become increasingly





Cadbury Hall, Kumasi.







popular during recent years and it is estimated that 13,000 acres are now under cultivation. There seems to be no reason why the coconut industry should not expand considerably with the adoption of modern methods of oil extraction.

### *Bananas*

The export of bananas, which was being encouraged immediately before the outbreak of war, ceased in 1940 as a result of the shipping position. The export industry cannot be revived until the necessary shipping is available and there are perhaps not very good prospects of this in the near future. There is, however, a considerable domestic consumption of bananas, and a firm is considering an attempt to revive the export industry.

### *Kola*

Apart from internal consumption there is an annual overland export of between 2,000 and 3,000 tons over the northern borders of the Gold Coast. Very little is now exported by sea.

### *Rice*

In 1926, Government established a rice mill at Esiama, in the Western Province, in order to encourage the production of swamp rice in the area. With the outbreak of war and the consequent disruption of world trade, the rice industry expanded considerably and the present production is estimated at 7,000 tons. The number of power-driven rice hullers has increased during recent years. There are now 19 power-driven mills operating, of which 14 were purchased through the Department of Agriculture.

### *Citrus*

Most of the well-known citrus species, such as limes, lemons, oranges, tangerines and grape-fruit have been grown in various parts of the Gold Coast and have been particularly successful on the coastal belt. There is a considerable internal trade in citrus fruits, principally oranges. Between 2,000 and 3,000 acres of land near the villages of Abakrampa and Asebu, near Cape Coast, are devoted to the cultivation of limes. This area supplies the needs of two factories owned by a well-known firm of lime juice manufacturers.

### *Cotton*

A certain amount of seed cotton is grown in Southern Togoland, but the industry is small. Attempts were made to establish a cotton industry in the Northern Territories before the war, but they failed because of low yields and the lack of transport. The high prices for cotton piece goods that now prevail have been an important factor in the revival of cotton growing for local spinning and weaving in several parts of the country.

### *Shea*

There is a fairly large internal trade in shea-butter which is obtained from the nut-kernels of the tree (*Butyrospermum*) which is indigenous to the Northern Territories. The butter is sent South for sale in the markets of the forest country.



*Other Agricultural Products*

Towards the end of the year a review was conducted of various agricultural products with a view to Government assistance in the organization of their production. Steps were taken to encourage the export of cassava flour to the United Kingdom for use as starch. The possibility of reviving the sisal industry—which had a chequered career between the end of the 1914–19 war and the slump of the early thirties—was under examination when the year ended. The Secretary of State sent out a Mission during the year to investigate the possibility of developing the mechanized cultivation of groundnuts and their report was being considered at the end of the year, together with the report of a soil survey party which had examined the areas provisionally recommended by the Mission for development. It is hoped that it may prove possible to develop an important export industry in this crop and so to contribute to the amelioration of the world oil shortage and to a healthier balance in the economic life of the Gold Coast at the same time. Experiments were started in the canning of pineapples and cashew nut oil and the possibilities of castor seed, candle nut, potatoes, spices, onions, soap, sugar and conophor oil have all received attention. Steps were taken to encourage increased production of coffee, and a commercial firm started a plantation of pawpaw with a view to the production of papain.

*Animal Husbandry*

In the Northern Territories cattle development is through the medium of Native Administration cattle farms. The farm buildings are structures of red laterite stone and were started with an average basic number of forty cows, of the best local type, and improved bulls supplied by the Department of Animal Health. The main object of these farms is to supply improved communal bulls to the village herds. The prevalence of scrub cattle handicapped early anti-rinderpest immunisation work, as weakly animals often succumbed to treatment, which produces a mild, controlled form of the actual disease. Two-thirds of the funds are supplied by Government in the form of a grant, while the remainder and the cost of maintaining the farms are borne by the Native Administration. The Chiefs and officials of the Native Administrations have taken a keen interest in the scheme and each farm is managed by an elder of the Native Administration under the advice and general supervision of Government Officers.

An experimental dairy farm was started under Government control at Nungwa, near Accra, in 1943. Considerable success has been attained in the acclimatization of potential dairy cattle.

The breeding of pigs at the Pong-Tamale farm was intensified during the war. At Pong-Tamale and Nungwa, pigs are maintained in the open surrounded by electric fences. This method has proved successful. It has been found that the pig, including pedigree European animals, appears to be immune, under normal conditions, to the three common animal trypanosomes, *T. Vivax*, congolense and brucei. The Department of Agriculture also conducted experiments in the raising of pigs and started an experimental farm at Pokoase. The Pokoase Pig Farm, which is situated about 13 miles from Accra, was started in 1942 when, owing to war conditions, the import of bacon and pork was greatly reduced. In 1945 the farm was extended. The farm



now produces weaners for sale to farmers in connection with the pig extension scheme, the immediate object of which is to increase pig production in the southern areas of the Gold Coast and eventually throughout areas suitable for pig production. The sale of weaners to farmers has risen from 78 in 1946 to 365 in 1947.

Improvements have been effected to the small local variety of poultry by crossing with British breeds but poultry disease is so ubiquitous that losses are very high indeed. Most poultry farmers fail and incur considerable loss. In present conditions, poultry can be successfully kept only as an adjunct to basic live-stock or other farming, and not as a separate concern. In order to assist in food production the keeping of poultry was started at Pokoase in 1942. The existing flock numbers about 300, most of which are Rhode Island Reds. The main function of the scheme is the production of hatching eggs and stock cockerels for sale to the farming public. Approximately 3,000 hatching eggs were sold during the year.

### *Forestry*

The output of timber from the forest is mainly in the form of pitsawn timber for local use, logs for local sawmills and logs and curls for export.

The pitsawing industry is entirely in African hands, and is carried on by a number of small independent gangs, many of which work only part time in the off season for cocoa. Pitsawn timber is nearly always cut to fulfil a firm order and seldom for speculative sale. The usual procedure is for the intending purchaser to make a contract with the local gang: the latter then purchase the tree, the usual price being one-third of the timber produced, fell it, saw it up *in situ* and deliver the timber to the village or nearest motor road. Prices for pitsawn timber fluctuate considerably and to a certain extent follow the cocoa price.

During 1947, there were 13 sawmills in operation, including those owned by the Railway, the Public Works Department and the mines cutting for their own requirements: two new mills are under construction and three others are planned. Of the commercial mills three are owned by one African and the remainder by European or American firms: all rely on African labour. Supplies of logs for the mills are obtained from contractors, or from the mill owner's timber concession, or from both sources together. Approximately half of the production of commercial mill-sawn timber was exported.

The production of logs and curls for export is organized for the greater part by a few European timber firms, although one large African firm and many smaller ones are taking part in the business. Large areas of the Colony and Ashanti are covered by timber leases and options, but production is also carried out under felling agreements. Extraction of logs from the forest may be by manual or tractor haulage, whilst transport is effected by lorry, railway or floating. The labour force employed in logging is entirely African.

The production of roundwood poles is in general purely individualistic for local consumption. In the Northern Territories, there is a growing tendency for farmers to establish little patches of pole plantations in their farms.



There is a thriving local industry, based on war-time demand, in the manufacture of tool handles at Oda in the Eastern Province of the Colony. Over 60,000 tool handles were made during the year to fill both local and export orders. These tool handles are made by hand by groups of carpenters, and the inspection and marketing was effected by the Forest Department.

Firewood in rural districts is collected by the people themselves for their own requirements from the farms and surrounding forests. People near towns take a certain amount into the markets for sale, but only in the case of the largest towns is there any organized supply : here the firewood is brought to town by rail or road from up-country and before reaching the customer may pass through the hands of several middlemen. Fuelwood plantations have been established at some centres but more are required and can be provided if the land is forthcoming. Except for the mines, which have their own organizations for obtaining firewood, such trade as exists is in African hands.

The organization of production of minor forest products is in African hands and for local use.

### *Fisheries*

The only type of craft used in the fisheries is the dug-out canoe, working off open beaches in heavy surf, but the fishermen are most skilful and fearless and in these difficult conditions have built up an industry employing some 8,000 canoes and 50,000 men, and probably landing 20,000 tons of fish in an average year. The catch is preserved and marketed by the women of the fishing villages, most of it being either smoked or salted and sundried, and it is all consumed within the Gold Coast. Catching and marketing are entirely in the hands of individual fishermen and their families, and associations of more than a few canoes are rare.

### *Mining*

All mining operations carried out during the year, except for the recovery of diamonds by Africans working on their own account in the Tarkwa district, were the result of the efforts of European companies ; none of the products being for local consumption or use. Eight hundred and two non-Africans and 37,809 Africans were employed in the mining industry during 1947, an increase of 148 Non-Africans and 2,345 Africans over the previous year.

The total gold production in 1947 amounted to 558,011 fine ounces valued at £4,805,870 (at 172/3 per fine ounce), a decrease of 27,899 ounces and £240,280 as compared with 1946. It was hoped that there would have been an increase but difficulty in obtaining machinery, stores and technical staff, together with loss of time due to the strike, reported in Chapter 2, which lasted for a period of five weeks, prevented this. At the end of the year ten companies were producing gold.

Diamonds exported during the year amounted to 692,034 carats valued at £746,562, a decrease of 116,966 carats but an increase in value of £124,037 compared with 1946.

The four established companies exported 631,280 carats, the rest being accounted for by exports from the banks received from Africans operating on their own behalf, the value of the diamonds from this source being approximately £78,139. Manganese exports amounted to 588,918 tons, whilst bauxite exported from the one producing company amounted to 95,898 tons.



The presence of oil in the south-west area of the Gold Coast is being investigated in order to ascertain if it exists in payable quantities. As in other parts of the world, the most modern forms of prospecting are being used and these include aerial survey and survey by geophysical methods.

### *Industrial Production*

The Industrial Development Board was set up in December, 1945, and at once took over the Local Industries Depot in Accra. The latter is a sales-room and outlet for furniture and other articles produced by African craftsmen. Some 146 of these craftsmen have supplied the depot during the past two years. In addition, furniture made in the training workshop has also been sold in the depot. Sales up to the end of 1947 amounted to approximately £20,782.

In order to foster a high-class furniture industry, the Board started a training workshop in Accra in February, 1946, with an experienced Cabinet maker Instructor. Some 80 trainees have taken a course in this workshop, and 31 are now working in their own workshops, or found suitable work, while 41 trainees are still undergoing a course of training in cabinet making. To enable these trainees to obtain as wide an experience as possible, orders for many different kinds of furniture have been accepted, and sales have amounted to approximately £6,900. To ensure a continuous supply of seasoned timber for the making of furniture, the Board operates a timber shed of its own, and purchases of timber have amounted to £3,235.

The Board took over the Awatime Spinning and Weaving Industry in Awatime State, Togoland, in March, 1946. Owing to the difficulties experienced in supervising this industry from Accra, it was handed back to the Weavers' Association, on 31st March, 1947. During the period that the Board was operating this industry, production amounted to 2,758 yards of material, 1,424 towels, and 574 table mats and cloths. The industry gave employment to some 125 spinners and 40 weavers.

The Board took over the operation of a brick and tile factory in Dzokpe in May, 1946, and commenced another in Ho in October of the same year. These two factories have given employment to approximately 130 people. A brick and tile unit was also established at Sunyani, in Ashanti.

The Board organised a course of instruction in preparation of beeswax, in October, 1946, and demonstrators are at work in several areas. The quantity of beeswax produced cannot be estimated, but a ready local market has been maintained for all offered.

The Board, in conjunction with the Town and Country Planning Board and the Director of Social Welfare and Housing, has been doing some experimenting with the making of landcrete blocks and bricks, with various mixtures of earth and cement. Experiments are still continuing, and in some districts have been very promising.

During the period under review, the Board has, directly or indirectly, through its activities, given employment to some 540 Africans, and paid out in wages, or by purchase, the sum of approximately £32,688. Sales of different articles handled through the Board, and articles produced under the Board's supervision, have amounted to approximately £31,626.

The contribution of the Prisons Department to local industrial development is mentioned in Chapter 9.



## FACTORS AFFECTING PRODUCTION

*Agriculture : Soil Surveys*

During 1947, plans were completed for a six-year soil survey of the Colony, Ashanti and the Southern Section of Togoland under United Kingdom Trusteeship, and it was hoped that a start would be made during 1948. The first four years of the programme would be devoted to the actual and potential cocoa areas and the method to be used would give results of sufficient reliability for all practical purposes without being so detailed as to involve excessive expenditure and long delays before results could be utilized.

*Agriculture : Swollen Shoot disease of Cocoa*

In 1931 reports were received of a cocoa disease which was causing havoc on farms around Nankese in the Eastern Province, but it was not until five years later, in 1938, when a typical example of the swelling was first observed, that it was realised that an entirely new disease had developed. From the typical symptoms first discovered the disease was named "Swollen Shoot". From 1939 onwards, the Department of Agriculture carried out experiments to test the efficiency of cutting out diseased trees as a means of control. The results of the experiments were examined in detail by the West African Cocoa Research Institute, which confirmed that the disease could be controlled by cutting out all diseased trees, followed by careful inspection at regular intervals and by removal of other trees immediately they are found to be diseased.

The West African Cocoa Research Institute was established in 1944 primarily to investigate the disease and its associated problems. In that year it took over the Department's Cocoa Research Station and laboratories at Tafo, and has, since then, carried out continuous scientific investigations. It was placed on a statutory basis in 1947.

In 1944, the Department of Agriculture began a sample survey of all cocoa areas in the Gold Coast in order to ascertain the extent of the disease. The field-work of the survey completed in September 1945, showed that the disease was present in practically every important cocoa producing area in the country, and had become the chief menace to the cocoa industry. It was clear that, until it could be controlled and eradicated, the future of cocoa, and with it most of the wealth of the country, would be in jeopardy.

During 1945 the Department of Agriculture, in consultation with the West African Cocoa Research Institute, drew up a plan to deal with the situation. First and foremost, it was essential to demonstrate clearly to every person in the country the gravity of the situation. The nature and incidence of the disease, which is a virus carried from tree to tree by the mealy-bug, and the means by which it could be controlled, were explained by talking to Chiefs and farmers, by conducting tours of devastated areas and of areas which cocoa had been re-established, by issuing literature in a simple form translated into two languages, and by making use of the Press, radio, and coloured films. Equally important was the need to carry out an intensive survey of all cocoa to ascertain the location and extent of Swollen Shoot outbreaks combined with the general campaign aimed at persuading farmers to cut out infected trees. This elaborate policy was put into operation and was well under way by March, 1946.



Throughout 1946 the progress of the campaign was carefully watched. It became apparent that the spread of the disease was too rapid to be checked by cutting out at the rate that individual farmers were able to achieve, and it was clear that the task was proving to be beyond their capacity. It had always been realised that the voluntary efforts of the farmers might not alone suffice to check the disease, and when this failure became clear, it was decided to resort to more direct methods of control, including the cutting-out of diseased trees by Government-paid labour. With this end in view, Government passed the Swollen Shoot Disease of Cocoa Order (No. 148) of 1946, on the 18th December, 1946. This Order, which came into effect at the end of December, 1946, made it obligatory for every owner or occupier of all cocoa farms to remove all cocoa plants infected with Swollen Shoot disease from his farm. The Order also permitted direct treatment by Government and a cutting-out campaign was commenced in January, 1947, by the Department of Agriculture. Despite shortage of staff, considerable progress has been made, and at the end of 1947 over 400,000 acres of cocoa had been surveyed and over 2,500,000 diseased trees removed.

It was estimated that approximately 46,000,000 diseased trees remained to be cut out at the end of the year and that the disease was spreading at the rate of 1,500,000 trees a year. Detailed plans were made to launch, early in 1948, a concerted attack on the area of mass infection in the Eastern Province of the Colony where 45,000,000 of the diseased trees were to be found. The plans included schemes for the rehabilitation of the industry by replanting those areas suited to the permanent cultivation of cocoa. The soil survey already mentioned was designed partly to discover where such areas were located.

The disease has already caused a substantial drop in cocoa exports and the importance of bringing it under control cannot be over-emphasized. The cutting-out of the area of mass infection should take a year provided that a reasonable measure of co-operation is secured from the farmers. The latter tend, however, in some areas to be suspicious of the measures and—though full co-operation has been willingly given in most cases—there has been some opposition which might be aggravated in the more intense campaign to be launched in 1948. The measures are drastic and, on the resolution of Legislative Council, a committee of enquiry was appointed in September to examine the legislation regarding the control of Swollen Shoot and its execution. The committee fully endorsed the legislation under which control measures were conducted, and the methods employed in the field, making minor but important recommendations on points relating to the procedure to be adopted immediately before cutting-out teams operate in any given area.

#### *Agriculture : other diseases*

During recent years, the yield of lime plantations has so decreased as to threaten the extinction of the industry. This situation has been variously attributed to soil deficiencies, virus disease, and other conditions. The problem has been investigated by visiting specialists and is still the subject of serious research by the Government specialist staff. It is hoped that the distribution of budded limes will prove effective in rehabilitating the industry. Coconuts have also suffered from a variety of diseases but the situation was in hand when the year closed.



*Animal Husbandry*

An adverse factor, which used to handicap development of the local cattle industry was the presence of cattle-plague (rinderpest), which caused great losses and rendered schemes of improvement useless. In 1930, a scheme of anti-rinderpest immunisation was started by the Department of Animal Health and to-day this disease is under control.

Another obstacle to the successful development of the live-stock industry is the scarcity of water in certain areas. This is especially acute in the coastal plains east of Accra.

Pong-Tamale Veterinary Station in the Northern Territories is the headquarters of the Department of Animal Health. It contains a laboratory, stock improvement and experimental farms and a training centre for teaching African veterinary staff.

Extensions to the laboratory buildings and water supplies are in hand, made necessary by the increase in cattle due to the measures adopted against rinderpest and contagious bovine pleuro-pneumonia. More than 50,000 young cattle are immunised permanently against rinderpest each year at district camps and nearly 300,000 vaccinated against contagious bovine pleuro-pneumonia, some of them more than once a year. Much experimental work was done into new methods of rinderpest immunisation which are so far inconclusive, new dipping methods with preparations of the D.D.T. group proved most effective against ticks for up to two months but also had lethal effects on flies, lice and other insect pests. Gammexane preparations were the most effective. Chemotherapeutic investigations into drugs affecting the protozoal diseases were most successful as regards phenanthridium contra trypanosomiasis, although the drug has had to be used with care as adverse conditions have been found to render it toxic.

Courses of instruction in animal husbandry and the control of disease are given at Pong-Tamale. Courses in pig and poultry husbandry are also given, after which pupils are supplied with grade pigs and poultry at nominal prices. They then return to their homes to start pig and poultry farming in combination with other agricultural products. Instruction in pig breeding has also been given by the Department of Agriculture in the Colony.

In the Northern Territories, the peasants are taught the principles of mixed farming, and the Native Administration farms provide useful channels for the dissemination of information.

## FORESTRY

The introduction of the timber export quota scheme on 1st February, 1947, requiring that 60 per cent of all timber exports should go to the United Kingdom and the remainder to the United States of America, was accompanied by the lifting of price control on mahogany logs. The resulting immediate rise of price, particularly in the United States of America, caused a number of new shippers to enter the trade. Production was considerably increased, but was limited by the existing transport, harbour and shipping facilities.

Production was also hampered by the abnormally high rainfall experienced during the year, which virtually brought logging to a standstill during August and September and by the railway strike in October which lasted a fortnight.





Felling timber.



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An increased willingness on the part of the United Kingdom to accept species other than mahogany resulted in the proportion of mahogany shipped dropping from an average of some 95 per cent of all shipments during the war years to about 64 per cent in 1947: the other species referred to were principally Cedar, Avodire, Wawa, Guarea, Ofram, Mansonia, African walnut, Kusia, Baku and Dahoma.

### FISHERIES

Attempts to develop the fishing industry along more modern lines are of recent date, and have hitherto been limited to experiments in the use of power craft in the sardinella fishery, and in the preservation of the catch by canning. The motor surf-boat *Kanfla* fished from Accra in 1946 with some success, using an 'ali' net similar to that of the canoes; and it seems likely that craft of this type could substantially increase the catch, although their use is confronted with a serious obstacle in the absence from the coastline of any natural harbour. The experiment could not be continued in 1947 for lack of a master for *Kanfla* but it is proposed to resume it when one becomes available. The small canning plant at the Osu Fisheries Station at Accra was in use throughout 1947 and confirmed the experience of the previous year, that both species of sardinella are suitable for canning. The local demand for the products far exceeds the capacity of the plant, which is being increased, and it is probable that a canning industry could be established if, by the use of motor craft, a sufficient supply of sardinella could be assured.

The river fisheries of the Gold Coast are small in comparison with those of the sea but they are not insignificant, and the Volta in particular yields valuable supplies of fish to the inland districts where it is most needed. The catch consists largely of catfish, *Mormyrus* sp., *Labeo* sp., and Niger perch. In water of such limited extent, development depends on the conservation of stocks, and to this end seine fishing, which has for long been the most productive method, is restricted to the use in certain stretches of a limited number of nets of specified size and mesh. Detailed records of the catches of typical seines were continued through the 1947 season, as comparison of such records for successive years reveals any trends towards increase or decrease in the fish population. Some sections of the Volta and its tributaries could well be fished more actively than is the case at present, and experiments are to be made in the extension to such areas of controlled fishing by seine nets or by other appropriate methods.

### MINING

Until a few years ago mining on the Gold Coast was, unfortunately, not always in the hands of qualified mining engineers. New Regulations have been added, from time to time, to raise the status of mining in the country and, during the year under review, Regulations laying down the necessary qualifications of managers, underground managers, mine captains and shift-bosses came into force.

The advent of trades unionism to the mining industry has organised the labour employed in mines on the lines common in other countries. The strike of five weeks during the latter part of the year has already been mentioned in Chapter 2. It was finally taken to arbitration, negotiation between the Union concerned and the



Chamber of Mines having failed to reach a solution. As reported in Chapter 2 the award of the arbitrator was accepted by both parties and work was quickly resumed.

### CO-OPERATION

Co-operation in the Gold Coast is controlled by law, and a Registrar of Co-operative Societies, assisted by a staff of European and African experts in principles of co-operation, is responsible for the administration of the Ordinance. By the end of 1947, the department had six senior officers on its permanent establishment and two junior staff doing further studies with a view to qualifying for senior posts. Of this total five were locally-recruited officers. The training of junior staff, whether Government or non-Government, remained a cardinal point in policy. At the end of the year four members were engaged in various courses in the United Kingdom while two senior officers had recently completed short study tours.

Since co-operative development is so largely linked with seasonal marketing, the calendar year does not constitute a satisfactory yardstick for the assessment of progress in this field. However, some idea of the growth of the movement may be gauged from the fact that as against 16 new registrations in 1946 there were exactly 100 in 1947. Total membership rose correspondingly all round and the last available figures were: Thrift Groups 1,556 members, Consumer Societies 3,113 members, and Agricultural Marketing Organisations 10,120 members. Such figures, owing to the extended family system in the Gold Coast, cover a much larger number of total beneficiaries than would be the case in the United Kingdom. In addition, almost all organisations continued to deal to some extent in the distribution of such consumer goods as were available and the Producers Societies engaged in banking operations to the extent of receiving savings and issuing loans.

It was recorded that on the 31st December, 1946, 8,756 tons of cocoa had been brought in by members during the year: the comparative figure for 1947 was 14,418 for which £1,076,544 was paid out at Primaries by the end of the year. All finance connected with the marketing of the crop, as well as the importation and distribution of goods and the accumulation of thrift deposits continued to be handled by the Gold Coast Co-operative Bank Limited. This body at the end of its five months of working showed a profit of £1,338 and had a share capital of £14,300. The general rates at the moment are 4 per cent to 6 per cent on loans issued and 10 per cent on current overdraft while it is paying 4 per cent on members' fixed deposits and (as a special aid to Thrift Societies) 3 per cent on savings accounts.

Throughout the year, the question of savings in such times of boom prices loomed large in co-operative policy. Fifty-six of the new societies had this as their central objective and, although it was too early for any appreciable amounts to have been yet accumulated, the Salary Earners Thrift and Loan Group had, by the end of 1947, put together £1,000, mostly by regular subscriptions of a few shillings a month: as a parallel endeavour, at the end of March £10,951 had been reserved by farmers for drawing in the off-season, thus striking an important blow at the habit of short-term borrowing for maintenance of farm and family.





A meeting of the Kumasi Co-operative Union.







On the credit side, the Marketing Societies did their own off-season, finance and loans during 1947 under this head totalled £22,000. Of great importance is the fact that out of this total, £8,000 was specifically lent for the redemption of mortgaged farms since it was found possible, in the exceptional circumstances of the time, to issue credit for this service on a short-term basis.

The year also saw some advance in consumer co-operation, although by the end of the year there was still a long way to go in this sphere. The opening of a Goods Department by the Gold Coast Co-operative Federation gave added encouragement to the existing societies, of which all but two had shown a deficit on their last year's workings attributable largely to shortage in supplies. The value of the turnover of this new section for the period March to December was £21,500, and a service much appreciated was the distribution of 44,000 gallons of kerosene, mostly in the country villages.

Touch has been maintained for some time by way of correspondence with co-operative movements in other lands. It is pleasing to record the addition to this of trade contacts with co-operative organisations in the United Kingdom, Canada, Australia, India, Czechoslovakia and the United States, insignificant as the totals involved may be at this stage. Within the Gold Coast itself business is being done with several firms, with both banks, and with an insurance company.

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## CHAPTER VII

### SOCIAL SERVICES

#### I—EDUCATION

The demand for education has increased steadily in the last two decades and has reached very great proportions. An integrated ten-year plan for a large-scale development of facilities for education was drawn up by Government in 1946 in accordance with principles of policy which had already been adopted and were being applied. The plan provided for a wide extension of facilities for primary education, the production of many thousands of teachers, the establishment of new types of institutions for trade and technical education, and a progressive improvement in the quality of secondary schools and an increase in their number and output. The plan represented, however, only a first, if a long, step forward towards universal education. For financial reasons and because of the present shortage of teachers, it has been suggested that it may not be possible to provide the basic six-year course of primary education for all children of school-going age in less than 20-25 years from now.

The Government exercises general control over the educational system in accordance with the provisions of two Education Ordinances—one for the Colony and Ashanti and the other for the Northern Territories. In the Colony and Ashanti, the great majority of the schools are owned and managed by Missions and Churches. In the Northern Territories, all but a few are Native Authority schools.

The basis of the educational system is the six-year infant-junior primary course. The medium of instruction is the pupil's own vernacular. English is taught as a subject and, by the end of the course, pupils have a command of the speaking, reading and writing of the language sufficient to enable them to change over to it as the medium of instruction in their further education or, in the case of those who leave school, to continue their interest in English reading.

A selection of pupils proceed to a four-year senior primary course.

Excepting, of course, the Gold Coast languages (the teaching of which as a subject is continued in the senior primary and the secondary schools) the subjects of the curriculum are all on the timetables of corresponding institutions in the United Kingdom. But the fundamental importance of relating teaching to the circumstances and needs of the community is fully recognised and it is reflected in the content of syllabuses of instruction. For example, prominence is given to practical hygiene (which includes the treatment of minor ailments and wounds) and to village sanitation. In upwards of a hundred schools there are Junior Links of the Gold Coast Branch of the British Red Cross Society. In some senior primary schools in rural areas, agriculture and various handicrafts are becoming a central medium of education and it is intended that this type of education should be introduced in an increasing number of schools when specialist teachers become available. In the teaching of history, geography and the duties and rights of a citizen and of other subjects, an



endeavour is made in all schools to give the pupils some understanding of the affairs of their country and of the part the educated citizen can play in promoting the general welfare. Domestic Science is taught on very practical lines in a large and increasing number of senior primary girls' schools and in co-educational schools of the same type. The subject includes needlework, cookery, hygiene, nutrition and child-welfare.

Primary schools may be divided into four categories :—

(1) Government schools financed entirely by the Central Government and managed by the Education Department ; (2) Assisted Schools : the great majority of these institutions are conducted by Missions and Churches and a few by Native Authorities ; all receive grants-in-aid from the Central Government amounting to about 80 per cent of their salary bills ; (3) Designated Schools : these are conducted by Missions, Churches and Native Authorities and receive substantial grants-in-aid from Native Authorities ; (4) Non-Assisted Schools : these include a very considerable number which receive small grants of a few pounds a year from Native Authorities.

The designation of schools was introduced in 1947. The pressing demand for education has resulted in the opening, during the last decade, of many hundreds of infant-junior Mission, Church and Native Authority schools without regard to long-term financial implications. These new schools have proved to be of indifferent quality, being staffed largely by untrained teachers on low, fixed salaries. Nevertheless, in deference to the demand, Native Authorities have accorded annually recurrent financial assistance to them, grants being individually small but in the aggregate substantial. Recently, however, trained teachers on incremental salary scales have begun to become available and in accordance with development plans the output of teachers should steadily increase. In the last two or three years, responsible citizens have become aware of the financial implications of the replacement of untrained by trained teachers and they have come to recognise the need for an orderly, controlled expansion of facilities for education throughout the next twenty years to avoid the danger of asking the country to pay more than it can provide for education at any particular stage in its economic development and thus to avoid the collapse of education finance.

The three main principles of policy which have been adopted with a view to achieving orderly development of facilities for primary education are : (1) the opening of new schools should be carefully controlled ; (2) the Native Authorities should put a strict limit to the number of schools they add each year to those they are already assisting financially ; and (3) they should choose each year, as their finances permit, a number of infant-junior schools for improvement or development—that is, for the appointment to them of trained teachers of whose steadily increasing salary bills they will have to meet a substantial part. The first selection of schools for “ development ” along the lines of this threefold policy was made in 1947; the schools so selected being grouped in the new category—“ designated ” schools.

Statistics in respect of enrolment in 1947 are not yet available. In 1946 the total number of Government and Assisted Primary Schools was 578, an increase of 25 over the previous year's total. Of these 25 new schools, twelve were for girls. The enrolment in the 578 schools was 87,531 of whom 64,091 were boys and 23,440 girls. The increase in enrolment over the previous year was 8,077, including 2,625 girls.



There were 157 "approved" senior primary schools—that is, schools which are not assisted by the Central Government but which have achieved a comparable standard of efficiency. The enrolment in these schools was 13,661, including 1,780 girls. Almost all these schools have been designated.

The number of known non-assisted schools rose by 143 to 2,018. Of the latter number approximately 760 were recommended for "designation". The enrolment in all these schools was approximately 88,000 boys and 22,600 girls.

All pupils pay fees, which in the aggregate make a substantial and necessary contribution to the finances of education. The fee income in Government and Assisted Primary Schools in 1946 was £101,753.

Secondary education is provided in eight assisted boarding schools conducted by Missions and Churches, four of them for boys and four for girls. Achimota College (a Government-endowed foundation with an independent Council which is a body corporate) includes a secondary school. A considerable number of non-assisted institutions usually of very mediocre quality also provide secondary courses. One of these, however, an institution founded and conducted by a group of public-spirited African gentlemen, has reached a standard of efficiency comparable with that of the assisted schools. The enrolment in the assisted secondary schools and at Achimota in 1946 showed an increase of 122 boys and 98 girls over the previous year, there being 1,441 boys and 323 girls.

The secondary schools present candidates for the School Certificate Examination of the University of Cambridge Local Examinations Syndicate held in the Gold Coast in December each year. In 1946, 247 boys and 16 girls were awarded certificates.

Provision is also made for trade and technical education. During the war, all the buildings and most of the staff of the Education Department's technical education establishment were taken over by the Forces. At the end of hostilities, the Department undertook an extensive scheme of further training for ex-Servicemen tradesmen. This scheme was approaching completion by the end of the year under review, results having been of considerable value. The way was thus opened for the development of a technical education system for normal civilian purposes and for giving effect to a ten-year development plan. A serious shortage of trained and experienced teaching staff threatened, however, to hamper progress.

The Government Technical School, Takoradi, was reopened in September, 1947. Its purpose was to provide courses in the theory and practice of trades, to qualify trainees who have completed a senior primary education for appointment, after a shortened apprenticeship, to subordinate technical posts in Government and other service. The School was also to provide courses for teachers of handicrafts for the primary schools, for apprentices in the Gold Coast Railway and for clerks.

Arrangements were begun for the establishment in 1948 of one and, if the staffing situation permitted, two Trade Training Centres—post-primary boarding institutions which will provide courses of up to four years' duration in a variety of trades, so that after a shortened apprenticeship trainees might reach the standard of skilled tradesmen.



A scheme was adopted for the training of junior teaching staff for technical education and 24 men were enrolled at the Government Technical School for a two-year course.

In a rapidly developing system of education, the training of teachers naturally assumes special importance. The principal general training courses are : (1) a four-year post-primary course or a two-year post-secondary course for the Certificate A which qualifies teachers for employment in the senior primary and the infant-junior school and (2) a two-year post-primary course for Certificate B which qualifies the holders for work in the infant-junior school. Courses are open to men and women alike, special modifications being made in them in the interest of women students.

In the year under review, the Certificate A course was provided at two co-educational institutions (including the Teacher-training College at Achimota) and at three assisted Mission and Church institutions for men and four for women.

The Certificate B course was introduced only a few years ago and it was provided in eight institutions, five of which were in temporary quarters pending the erection of permanent buildings.

In accordance with long-established policy, by far the greater part of the cost of training teachers is borne by the Government. Students pay fees but these are much smaller than those in the secondary schools. Before being admitted to training, they enter, with sureties, into a bond satisfactorily to complete the course and thereafter to serve for five years in a school or schools approved by the Education Department.

In spite of many difficulties arising from the shortage of accommodation and of teaching staff, the enrolment of teachers in training was increased substantially in 1947. The total was 1,266 (of whom 374 were women and 892 men) as compared with a total of 998 in 1946.

A three-year arts and crafts course for specialist teachers was revived at Achimota College in 1947. It had been in abeyance owing to shortage of staff. The College also provided courses in domestic science and it was proposed that, when staff and accommodation became available, other specialist courses should be established.

There is a scholarships scheme for the higher education and professional training of staff for the secondary schools and teacher-training colleges of the Educational Units (the Missions and Churches which conduct assisted schools). It is financed partly by a grant made under the Colonial Development and Welfare Act and partly from Gold Coast Government revenue. In 1947, a group of 12 men and 13 women were selected for courses in the United Kingdom. This brought the total to 92. A further 34 scholarships have been awarded for Intermediate university studies at Achimota. The courses undertaken in the United Kingdom include degree studies ; professional training ; arts and crafts ; linguistic studies ; domestic science ; physical education and bursarial training.

There is an analogous scholarships scheme for the training of Education Department staff. Up to the end of 1947, 36 scholarships had been awarded under it as follows : degree studies, 7 ; professional training, 15 ; arts and crafts, 5 ; linguistics, 3 ; domestic science, 1 ;



training for the technical education branch of the Education Department, 5. Special scholarships were awarded to the principal teacher of the Presbyterian Church school for blind children and to his wife (herself a trained teacher).

In the course of the year, Government appointed a Committee “to review the scale of emoluments at present applicable to teachers in non-Government institutions and to make recommendations for their revision, having regard to the qualifications now required and to the financial implications involved”. The Committee recommended improvements in salary scales which accorded virtual parity with those for Government teachers of like qualifications to all non-Government teachers in Assisted and Designated schools. Government adopted the Committee’s recommendations and thus removed a grievance which had been canvassed for the better part of two decades.

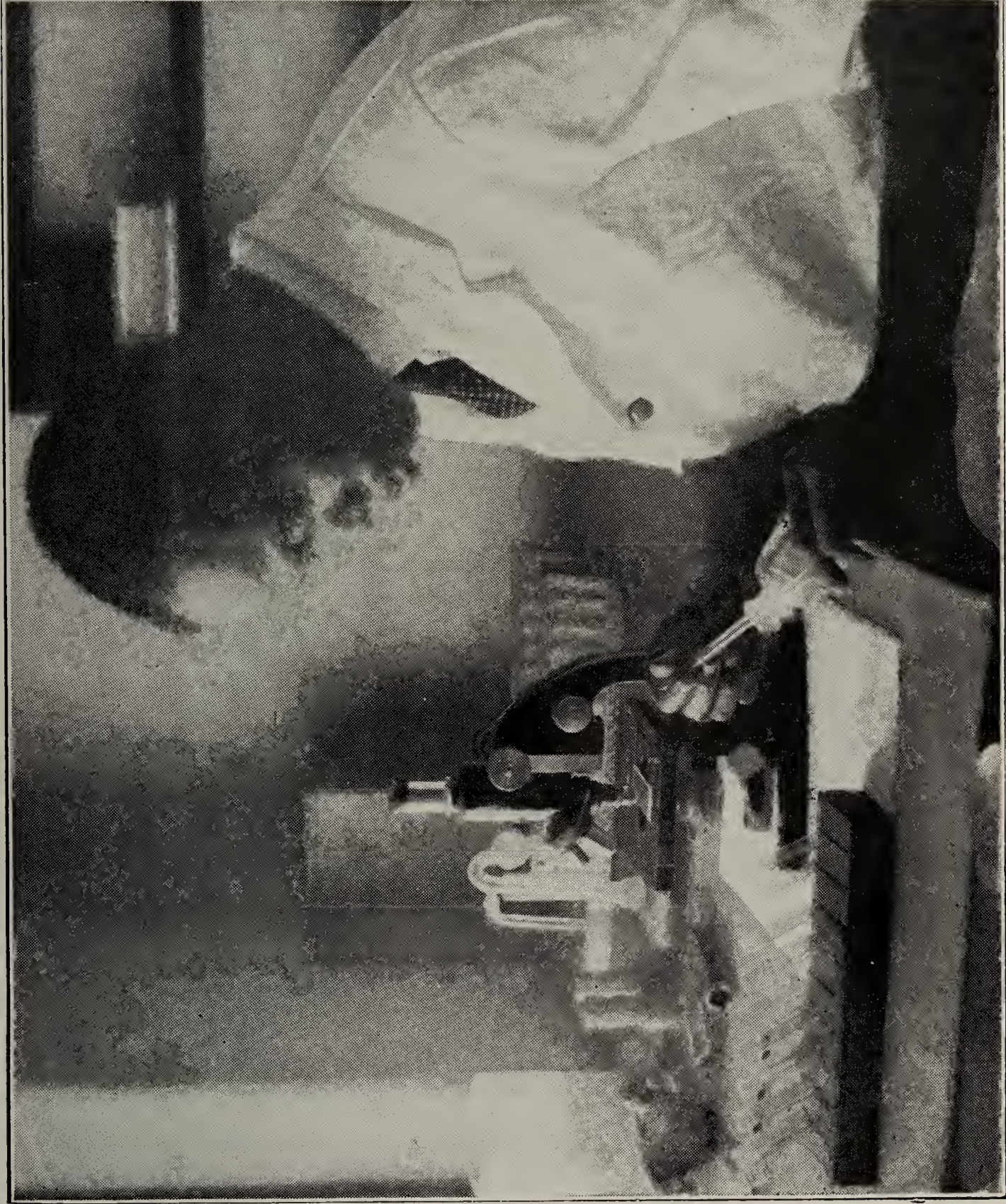
The report is of great significance to all schemes for the development of facilities for education. The estimated additional cost to public funds due to its application is £177,500 in 1947 and £470,000—£485,000 in 1956 (the last year of the Education Department’s ten-year development plan). A small, though by no means negligible, part of the increased cost is being met by a reasonable increase in school fees ; but it is obvious that the progress of development must inevitably be slowed down unless Native Authorities make a much larger (and an increasing) contribution from direct taxation to the cost of education than they now do. This fact was obvious before the revision of salaries was adopted and it has now taken on a new and more urgent significance.

In January, 1947, a delegation of the Inter-University Council for Higher Education in the Colonies visited the Gold Coast. A memorandum containing the recommendations of the Council as to the development of facilities for university education in West Africa was published in the Gold Coast together with the Secretary of State’s Despatch No. 188 of 16th August, 1947. The latter document indicated the Secretary of State’s agreement in principle with the establishment of a University College in the Gold Coast. (This had already been announced to the Legislative Council in March, 1947.) The despatch also endorsed the recommendation of the Inter-University Council that a Regional College should be established for the Gold Coast, its main function to be to provide for men and women capable of undertaking courses of general education and vocational training of a standard between that of the secondary school and the university.

In July, 1947, Government appointed an Interim Standing Committee to advise on the development of facilities for higher education pending the establishment of an autonomous University College and to advise, also on planning for a Regional College. This Committee has dealt with a very considerable variety of business and it had by the end of the year submitted to Government a draft of an Ordinance for the establishment and administration of a college for university education.

In 1947 an experiment was made by the Oxford University Delegacy for Extramural Studies. Mr. J. A. Maclean, a tutor of the Delegacy, conducted extramural study courses at some of the larger towns in the Gold Coast and met with a most gratifying response from the educated youth, both men and women, most of whom showed themselves





A worm test at the Medical Research Institute, Accra.







not only keen to learn but prepared to work hard to do so. As a result of this experiment plans were made by the Government to develop, in co-operation with the Oxford University Delegacy, an extramural studies scheme.

Night schools for adult education, most of them run on a voluntary basis, have sprung up in some of the larger towns, mainly aiming at a minimum standard of literacy in English. Their total effect in adding to the number of adult literates is very small but they are symptomatic of the strong and sustained desire for education of the people of the Gold Coast.

## II—HEALTH

The standard of service maintained in all branches of the Medical Department throughout the year was as satisfactory as the staff position allowed. Although the recruitment of Nursing Sisters improved towards the end of the year, shortage of Medical Officers was still acute, and it was found necessary to close yet another hospital, Nsawam. Apart from increased prices and some delay, little difficulty was experienced in obtaining essential medical supplies.

Vital statistics for the year 1947 are not available for inclusion in the present report. The following statistics are taken from the Report of the Medical Department for the year 1946 :—

Total estimated population	...	...	...	...	3,962,692
Estimated population of registration areas	...	...	...	...	355,780
*Birth-rate per 1,000 persons living	...	...	...	...	39·7
*Death-rate per 1,000 persons living	...	...	...	...	25·5
Infantile mortality rate	...	...	...	...	110
Stillbirth-rate per 1,000 total births	...	...	...	...	68
Maternal mortality per 1,000 total births	...	...	...	...	17
Deaths from respiratory disease per 1,000 deaths registered	...	...	...	...	117
Deaths from pulmonary tuberculosis per 1,000 deaths registered	...	...	...	...	101
Deaths from intestinal diseases per 1,000 deaths registered	...	...	...	...	59
Deaths from malaria per 1,000 deaths registered	...	...	...	...	85
Deaths due to starvation	...	...	...	...	40

Among the principal diseases prevalent in the Gold Coast the following may be mentioned : tuberculosis, malaria, trypanosomiasis, yaws, diseases of the enteric group, smallpox, cerebro-spinal meningitis, leprosy, venereal diseases, yellow fever, helminthic diseases, nephritis and affections of the respiratory system. No statistics are available of the occupations in which these diseases mainly occur.

The following statistics for the European population are also in respect of the year 1946 :—

	<i>Officials</i>	<i>Non-Officials</i>	<i>Totals</i>
Number of European resident	905	3,143	4,048
Number invalided ... ..	34	56	90
Number of deaths ... ..	1	11	12

\* Weighted Average



There were no cases of yellow fever during the year but outbreaks of smallpox and cerebro-spinal meningitis occurred in widely separated areas in the North. It was only in the Navrongo-Nangodi area that smallpox reached epidemic proportions. In all there were 508 cases with 158 deaths. Vigorous preventive measures were carried out and a total of 562,813 vaccinations and revaccinations were performed. There were a total of 1,219 cases with 199 deaths of cerebro-spinal meningitis. Of these, 1,009 cases with 175 deaths were widely spread throughout the Northern Territories. There was, however, a slow epidemic of the disease in Accra with 210 cases and 24 deaths. Here again, the cases were widely scattered throughout the town and not confined to any one district. On only one occasion was there more than one case to a compound.

Dr. K. W. Todd, Research Fellow of the National Association for the prevention of Tuberculosis, completed his investigation and returned to the United Kingdom. His report has not yet been published.

The staff of the Trypanosomiasis Campaign was augmented by the appointment of Mr. D. Farr, Reclamation Officer, who will assist the Medical Entomologist, in the biological control of the disease. On the mass treatment side of the campaign 67,471 cases were examined and 1,178 found positive and underwent treatment.

The mass treatment of yaws continued during the year and the twelve mobile teams engaged on this task treated 10,857 cases.

Mr. J. A. Eldon was appointed Leprosy Lay Assistant and took up duty during the year. Dr. A. McKelvie, Leprosy Officer, took up his appointment on transfer from Nigeria in November and commenced his investigation, in the first place, into the incidence and distribution of the disease.

Medical or both medical and surgical treatment is given in 93 Government institutions and in a number of other centres. The Government institutions are four hospitals for paying patients, in Accra, Takoradi, Kumasi and Tamale and a small annexe attached to the hospital in Cape Coast ; 31 General Hospitals, of which 22 are under the direct control of Medical Officers and nine are at present in the charge of African dispensers ; two Welfare Clinics in Accra and Kumasi ; seven Contagious Diseases Hospitals in different parts of the country ; a Mental Hospital in Accra, a Leper Settlement at Ho and 38 dispensaries. The relation between population and hospital beds was as follows :—

Gold Coast Colony	...	...	...	...	0·49 beds per 1,000
Ashanti	...	...	...	...	0·34 „ „ „
Northern Territories	...	...	...	...	0·17 „ „ „
Togoland under United Kingdom Trusteeship	0·17	„	„	„	„

The 38 dispensaries included in the list in the preceding paragraph are in addition to the nine hospitals being run as dispensaries. They are village dispensaries, distributed throughout the rural areas of the colony, and are in charge of African dispensers and nurses.

The Basel Mission continues to maintain a large and well-equipped hospital at Agogo. There is a small hospital of 16 beds at the Prince of Wales College, Achimota, which caters for the needs of the students. The various mining companies also maintain well-equipped hospitals for the use of their employees.



Attendances at the various Child Welfare and Ante-Natal Clinics continue to increase. The centres in Accra, Kumasi and elsewhere grow in popularity and mothers and their babies are reporting in increasing numbers.

There are private midwives in practice in most of the large towns. In the smaller towns and rural areas private midwives are granted a subsidy to assist them in establishing themselves in practice but in spite of this, midwives are reluctant to leave the larger centres. Until the supply of midwives in the larger towns exceeds the demand, there is little prospect of their taking up practice in the smaller towns and villages where their services would be of inestimable value in reducing the high maternal and infant mortality which result from the unavoidable activities of untrained women. For this reason, great importance is attached to a substantially increased output of qualified midwives from Government Training Centres.

Six Medical and two Dental Scholars went to the United Kingdom during the year, bringing the total now in training to 23 Government Medical Scholars and five Government Dental Scholars. One Second Division Dispenser who was awarded a Nuffield Foundation Scholarship proceeded to the United Kingdom to qualify for Membership of the Pharmaceutical Society, London. Sixteen pupil midwives qualified for Certificates during the year, and of these ten went into Government employ. Ten candidates presented themselves at the examination for the Certificate (West Africa) of the Royal Sanitary Institute held in August, 1947, the results of which have not yet been published. During the year 16 students—eight Government and eight private—passed the Pharmacy examination held in February and July, 1947. Nine nurses passed the Certificate of Nursing Examination and were awarded certificates. Forty-nine pupil sanitary inspectors were attending the Sanitary Inspectors' School at the end of the year.

The buildings at Korle Bu for the new Nurses' Training College were nearly ready for occupation at the end of the year and arrangements were completed for the opening of the new college early in 1948 by the transfer of the nurses in training from their temporary premises in Kumasi, where there were 40 pupils, and from Achimota where there were 34. Of the 40 at Kumasi, four were in their final year, 14 were in their second year and 22 were in their third year.

The Red Cross Society continued to do useful work. The Society donated a station wagon to the Maternity Hospital. A scheme for the training in the United Kingdom of a few locally trained African girls to undertake supervisory duties in Red Cross Clinics as Nurses, Nurse-midwives and Health Sisters, has been approved and candidates will be selected in due course. A full-time Organiser for the Society has assumed duty.

Owing to difficulty in obtaining materials, the construction of new buildings was limited. A maternity ward of 12 beds was built in connection with the Kumasi General Hospital. The question of a new general hospital at Kumasi with over 400 beds and at an estimated cost of over £500,000 is under consideration. The difficulty of obtaining a suitable site and the shortage of architectural staff in the Public Works Department have delayed progress in this matter.

The building of a new Mental Hospital at Kumasi which will replace the Mental Hospital at Accra is still held over. Tenders were called for the building of a 60-bed hospital at Bolgatanga in the Northern Territories. The hospital is estimated to cost £60,000. The



buildings of the Sanitary Inspectors' Training School at Accra have been partly completed and put into use.

The Limb Fitting Centre at Accra, which was taken over from the military authorities in 1946, has been closed down except for minor repair and fitting work, and arrangements have been made with the Nigerian Government for the supply of artificial limbs by the Limb Fitting Centre at Lagos.

The Director and Dr. R. D. Reid, Pathologist, attended the Commonwealth and Empire Health and Tuberculosis Conference which was held in July, 1947.

### III—HOUSING

#### *Introductory*

There is considerable overcrowding in some of the large towns and in the vicinity of certain mines, but neither Government nor the mines nor the African householders themselves have been idle in the matter of providing better accommodation.

The Gold Coast African regards a well-constructed house as a sound investment for his savings. It is customary for him to take a long time, sometimes several years, in building his house. When times are good and he has money to spend, the building will go forward. When money is scarce, further construction is suspended until more prosperous times return. Materials are gradually collected on the site as funds become available, and it is not unusual in the more prosperous areas to see stacks of sandcrete blocks growing steadily in preparation for the commencement, or the continuance, of building operations. The African builder, particularly in the towns, is not slow to copy any noticeably good and modern features in European dwellings, and the pre-war improvement in the style and workmanship of good-class African buildings in the more populous centres has been well maintained.

The villagers of the Northern Territories are constantly improving their housing conditions, and, generally speaking, their villages are clean and comfortable and their houses suited to their particular needs and to the local climate. A water-proof mixture made from a glutinous liquid extracted by boiling from the berries of a local tree and mixed with cow dung is used as a coating to walls and floors.

In Accra, in 1939, some 1,300 houses were erected as quickly as possible to replace those destroyed by the serious earthquake of that year. This work was entrusted to the Accra Rehousing Committee, which was formed for the purpose and continued to be responsible for Government housing in Accra throughout the war years. The houses built for earthquake relief were small houses, so planned that they could later be converted into larger and more permanent dwellings. A measure of responsibility for housing was taken by the Social Welfare Department, but in 1946 a new Department of Social Welfare and Housing was formed and assumed direct responsibility for Government housing policy and all Government housing schemes. This department took over the work of the Accra Rehousing Committee.

Progress on housing schemes in Accra and elsewhere was hampered during the war years by a shortage of materials and by lack of staff and in some years only maintenance was possible. The supply of materials began to show slight improvement but the position has again deteriorated and the speed of future development is uncertain.



Some experiments have been carried out both in the use of local materials and in methods of construction ; and it is hoped that these will prove to be of value, both for future Government development and for Native Authorities and others who wish to undertake building schemes, both large and small. The most extensive of these experiments has been that carried out on the Asawasi Housing Estate. Here the houses on the estate have been constructed of stabilised laterite, and a certain measure of pre-fabrication has been introduced for the production of components such as window and door frames.

A number of housing compounds in estates has been erected by mining companies and this has helped to relieve congestion and slum conditions in mining areas. The companies have also experienced difficulty in the supply of materials, which has hampered their activities. Government has under consideration the provision of housing schemes at Tarkwa and Obuasi, but staff difficulties, as well as shortage of supplies, precluded their early commencement.

### *Housing Estates*

The housing estates serving Accra bear the names of the suburbs in which they are situated : these are North Christiansborg, Labadi, Kaneshie, Abose Okai, Sabon Zongo, North-west Korle Gonno, Korle Gonno and Chorkor. Figures are not available in respect of the calendar year 1947, but these estates will, at the 31st March, 1948, contain the following accommodation :—

- 4 Grade I houses, containing either four or five living rooms ;
- 8 Grade II houses, containing four living rooms ;
- 135 Grade III houses, containing three or four rooms ;
- 29 two-roomed burnt brick houses;
- 1,221 temporary houses erected for earthquake relief ;
- 30 temporary earthquake houses converted into permanent buildings of two or three rooms ;
- 75 fishermen's compounds, each compound comprising 12 rooms ;
- 360 single rooms with ancillary buildings ; and
- 27 lock-up shops.

During the period under review the 30 temporary houses were converted to permanent dwellings ; 15 lock-up shops and 108 single rooms with ancillary buildings were erected.

The overcrowding in Sekondi and Cape Coast, revealed by a survey made in 1942, has been tackled in subsequent years. Near Sekondi, the housing estate at Adiembra was completed at the end of 1945, and comprises 53 two-roomed cottages, 1,102 single rooms with ancillary buildings, and 16 petty stores. The estate is fully completed with its own school, village hall and playing fields.

Near the port of Takoradi is the Effiekuma Housing Estate, which is not yet completed but which, at 31st March, 1948, will comprise 33 three-roomed cottages, 70 two-roomed cottages and 317 single rooms with ancillary buildings. Of these ten three-roomed cottages, 44 two-roomed cottages and 80 single rooms have been completed in the period under review.



The Cape Coast Housing Scheme was delayed in 1945 owing to difficulties in acquiring land, but building started in 1946. By the 31st March, 1948, the Siwudu Housing Estate at Cape Coast will comprise four three-roomed cottages, 36 two-roomed cottages and 180 single rooms with ancillary buildings. Of these, 26 two-roomed cottages and 140 single rooms have been completed during the period under review.

Work on the Asawasi Housing Estate at Kumasi was started early in 1945 and by the 31st March, 1948, the estate will comprise 100 three-roomed cottages, 98 two-roomed cottages, 1,036 single rooms with ancillary buildings, and 14 combined stores and dwellings. Of these, 54 three-roomed cottages, 50 two-roomed cottages, 444 single rooms and 14 combined dwellings and stores have been completed in the period under review.

Apart from the expenditure on earthquake relief at Accra, which was estimated to cost £235,000 for stage I of the scheme, the capital expenditure on Government Housing Schemes will amount to £412,415 by the 31st March, 1948.

The greater part of the building programme has been undertaken by officers of the Public Works Department and Municipalities on behalf of the Department of Social Welfare and Housing. Such devolution was necessary owing to the absence of technical staff in the Department.

### *Housing Policy and Plans*

Government housing schemes are designed to fit into the town plans which were prepared in outline by the Town Planning Adviser to the Resident Minister and which were subsequently taken over by the Town and Country Planning Board constituted in 1945. Special legislation was also enacted in 1945 to give Government the power to acquire land for housing schemes anywhere within the Colony and Ashanti.

In 1946, two pamphlets were prepared setting out the details of Government's policy on housing schemes. Only one pamphlet, that dealing with housing schemes generally, was published. Reference was made to these two pamphlets in the Annual Report for 1946, but with the increase in wages due to the Harragin, Korsah and Mangin Reports, which have resulted in Government being called upon to face a large increase in expenditure during 1947 and an increased financial liability in succeeding years, these plans have had to be revised.

The original Accra Rehousing Scheme contained two parts. In the first part the maximum temporary accommodation was to be provided for persons who had been rendered homeless by the earthquake in June, 1939. In the second part houses were to be built and sold. The relation of these two parts was made possible by the design of a two-roomed block-built house in a semi-finished condition to serve as a means of temporary accommodation, with a view to its eventual incorporation in a permanent building by using it either as the nucleus of a larger house or as a servants' room and kitchen to a house of superior construction.

Owing to war conditions the period of temporary accommodation has continued for a longer period than was contemplated. However, a start has now been made with the conversion of the temporary houses and the speed with which this can be carried out will be governed by the supply of building materials and the availability of staff.



In the revised scheme the accommodation of a dwelling will be two or three living rooms, but these houses are capable of enlargement at a future date and it is intended to make some provision for persons who wish to own houses of greater capacity.

In the Annual Report for 1946 mention was made of the prices at which it was proposed to sell houses. The large increase in wages resulting from the acceptance of the recommendations of various commissions and committees of enquiry which have investigated the cost of living in the Gold Coast, together with a steady rise in the cost of building materials, has increased the costs of construction and of maintenance. This increase has necessitated a revision of the selling price of houses.

It is proposed to offer for sale a converted two-roomed house for £230 where its conversion does not involve the addition of a third room, and for £366 where a third room is added.

A reduction in the selling price is made in the case of tenants who have paid rents under the scheme introduced by the Accra Rehousing Committee, a portion of such rents having been treated as a conditional credit where the tenant signifies his willingness to purchase a house when one is offered him.

Outside Accra there is no scheme at present for the purchase of houses. Dwellings are let at monthly rentals which vary from £2 10s. for a superior three-roomed house to 6s. 3d. for a standard one-roomed dwelling suitable for a labourer. These rents cover repairs and maintenance, town and water rates, street and/or compound lighting, fire insurance on the building and the cost of rent collection and management, but do not include private conservancy charges or internal water and electricity supply charges. The low rates of rental have been made possible by the grant of a Government subsidy of 15 per cent of the economic rental on three-roomed houses, 25 per cent on two-roomed and superior one-roomed dwellings and 33½ per cent on labourers' dwellings. It will be seen that the subsidy is highest in respect of accommodation suitable for persons in the lower income groups and was designed so that the rental did not exceed 12 per cent of their incomes.

The facilities in all Government Housing Estates are reserved exclusively for Gold Coast Africans. Experience has shown that the schemes meet with wide approval and, generally speaking, the payment of rent has been prompt and has not given rise to difficulty in collection.

These rents represent from one-half to one-third of the rents charged by private landlords for similar accommodation.

#### IV—TOWN PLANNING

The Town and Country Planning Board was actively engaged during the year on the preparation of statutory schemes for Accra, Kumasi, Sekondi-Takoradi and Cape Coast. To ensure that as much local agreement as possible would be obtained these schemes were framed under the aegis of the planning committees, which had been appointed for the four towns in 1946.



By the end of 1947, the following schemes had been framed by the committees : (1) Korle Gonno, Accra ; (2) Superior residential area, Takoradi ; (3) Commercial area and older residential area, Kumasi. These draft schemes still have to be deposited for public inspection before submission to the Governor for approval. Schemes for the major portions of Sekondi-Takoradi and of Cape Coast and for the commercial and Government area of Accra were almost complete by the end of the year.

Interim development during the planning period was carefully controlled throughout the year by the planning committees under powers delegated by the Board and every effort was made to permit building wherever possible.

During the year the Board drew up Regulations\* governing procedure and prepared Model Clauses,† with a Supplement‡ giving examples of their use, for the guidance of committees in framing schemes.

An Ordinance to amend the Town and Country Planning Ordinance, 1945,§ was enacted on 8th November, 1947, to provide for matters concerning procedure, staff and compensation not provided for in the original Ordinance.

A bulletin entitled “ Town and Country Planning in the Gold Coast ”|| was published on 31st March, 1947, explaining in detail the events that led up to the establishment of the Board and the planning procedure which is being followed.

#### V—SOCIAL WELFARE

During the year the “ field ” activities of the Department continued to develop, but for the greater part of this period there was a shortage of senior supervisory staff. Before the end of the year, however, three Senior Welfare Officers had been appointed and had arrived in the Colony ; one Woman Welfare Officer and the Principal Probation Officer were also on duty. There were 14 Assistant Welfare Officers of whom four were engaged as Probation Officers, three in Institutional work and seven, including two women, in carrying out duties of District Welfare.

The Community Centres opened at Asamankese and Koforidua continued to show steady development, and the Sekondi Social Centre and the Accra Youth Centre have an excellent record of progress.

No new centres were opened during the year, but Messrs. The United Africa Company have generously offered to give the sum of £20,000 to build and equip a Community Centre at Accra. This offer has been gratefully accepted and it is hoped that construction will commence as early as possible. Messrs. Cadbury Brothers, Limited have repeated their offer to provide a second Community Centre at Berekum and it is hoped that work on this project will commence early in 1948.

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\* The Town and Country Planning Regulations, No. 7 of 1947.

† Model Clauses for use in the Preparation of Schemes, 1947.

‡ Supplement to the Model Clauses, 1947.

§ The Town and Country Planning (Amendment) Ordinance, 1947.

|| “ Town and Country Planning in the Gold Coast ” *Bulletin* No. 1, 1947.



In Kumasi a Community Centre is being constructed on the Asawasi Housing Estate, and it is hoped that this will prove a popular and successful development in improving the social amenities offered by such housing estates. It is the intention that, as opportunity offers, each housing estate will have its own Community Centre.

Social clubs at Axim, Chorkor, Labadi, Dunkwa, Saltpond, Mamprobi and Swedru, in addition to social clubs in the Northern Territories at present supervised by Administrative Officers, are receiving Government grants. The membership of assisted clubs, apart from those in the Northern Territories, is about 1,600, and activities include baby-weighing centres, play-reading groups, school-children's clubs, night schools and classes for illiterates, and adult group work.

The general position is satisfactory and the desire for centres is very real ; a sense of community responsibility is growing slowly but surely. As an example of this the people of Obo have subscribed the sum of £1,000 towards the cost of a Community Centre : and at Chorkor, during periods of unemployment between fishing seasons, members undertook the loading of sand into lorries in order to earn sufficient money to buy kerosene and keep the night school working.

In order to provide further staff for field-work, plans have been drawn up for a further course of training for nine new Assistant Welfare Officers at the School of Social Welfare during 1948.

The hostel in Accra run by the Young Women's League is not proving popular as the class of women for which it is intended seeks to escape from the regulated existence of hostel life. However, at the Institute the League is running two series of classes in homecraft which are proving successful.

The Child Care Society is a voluntary organisation whose field of work is among those African children who are orphaned or destitute. During the year the society placed six children in the care of foster parents and paid the expenses for their maintenance. Plans to open its own hostel will be put into operation as soon as the premises which have been chosen for this purpose have been vacated by the present tenant.

The society of Friends of Lepers was founded as a voluntary organisation with the object of providing lepers, particularly those resident in the Leper Colony, Accra, with improved amenities and conditions of life.

The society gave the Leper Colony a very successful Christmas Party ; and has raised about £100 by its own efforts with a view to establishing a poultry farm to be run on co-operative lines by the lepers themselves and in order to give them a practical outdoor interest in addition to sedentary occupations.

Two Juvenile Courts, each constituted by a special panel of Magistrates, are well established at Accra and Sekondi ; and plans have been made for the opening of a further Juvenile Court at Kumasi in the near future. The jurisdiction of juvenile courts is described in Chapter IX.

During the year the Probation Officers attached to the Courts have carried out 235 pre-trial investigations. As a result of these investigations the Juvenile Courts made the following orders : 39 juveniles were placed on probation and in eight of these cases the Court made



residence in the probation home a condition of the order ; 25 juveniles in need of care or protection were placed under the supervision of the Probation Officer ; 25 juveniles were committed to the care of fit persons ; 75 juveniles were ordered to be detained at the Industrial School and 30 were sent to the Industrial Institution.

The Remand and Probation Home at Accra is operating very successfully ; and plans have been approved for the building of two further Remand and Probation Homes at Sekondi and Kumasi as soon as possible.

The Industrial School at Agona Swedru, which was opened in January, is now filled to its initial capacity of 128 boys ; plans have been approved for extending the buildings in order to provide accommodation for 250 boys. During the year the school has been in charge of a Senior Welfare Officer, but a Principal has been appointed and it was hoped that he would take up his duties early in 1948.

For administrative purposes the school is divided into four houses, each in charge of a member of the resident staff. Formal school classes are held up to Standard V, and the trades at present being taught are tailoring and carpentry. All boys must work in the school farm which has produced about ten per cent of the foodstuffs required by the school during the year and will produce more in the future as it is extended. The tailors' shop now undertakes the manufacture of many items of uniform, both for the school and the Remand and Probation Home. The carpenters' shop is engaged mainly on internal maintenance work, and the provision of school requirements such as furniture and chicken houses. In all trades the aim is to produce a high standard of craftsmanship.

The boys are encouraged to assist in the running of the school and prefects have been appointed in each house. In addition to their normal duties, the prefects meet together in council, with a member of the staff as Secretary, to discuss school affairs. Recommendations made by the Council have proved to be of value to the staff.

As few boys have been discharged, after-care work is as yet in its infancy. An After-care Officer has been appointed and this essential ancillary service is being developed.

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## CHAPTER VIII

## LEGISLATION

During the year 1947, 40 Ordinances were enacted.\* Of these, 23 were amendments to existing Ordinances. Many of these Ordinances were of minor importance, but 19 deserve some mention here.

Cocoa, the principal export of the Gold Coast, formed the subject of two important enactments. One of these gave to the West African Cocoa Research Institute a statutory basis and provided for the appointment of a Managing Committee with equal Gold Coast and Nigerian representation and with a Chairman nominated by the Secretary of State for the Colonies. The other provided for the establishment of a Cocoa Marketing Board and imposed upon it the duty of securing the most favourable arrangements for the purchase, grading, export and selling of Gold Coast cocoa and of assisting in the development by all possible means of the country's cocoa industry for the benefit and prosperity of the producers. The Ordinance gave power to the Board to purchase and sell all the cocoa available and suitable, to control its price, and to control its movement and treatment at all stages from producer to ship.

The Gold Coast Industrial Development Corporation was established by legislation with the object of setting up new industries and developing existing ones.

The atomic age was reflected in an amendment to the Radio-Active Minerals Ordinance requiring notification to be made when radio-active minerals are discovered. Dealings in imported gold, other than jewellery, were restricted by legislation applying the Gold Mining Products Protection Ordinance to such gold.

A new Customs Ordinance brought the customs laws of the Gold Coast up to date and into conformity with customs legislation in the other British West African colonies. The immigration laws of the four territories were similarly brought into line.

Financial legislation included the making of statutory provision which enabled arrangements to be made with other Governments for relief from the double payment of income tax. An Ordinance was enacted, but not brought into force, to provide for the compulsory insurance of motor vehicles against third party risks. The Ordinance was modelled on that of Nigeria and followed the lines of the United Kingdom Act. The expiry of the emergency legislation controlling rates of rental necessitated the enactment of more permanent legislation. This provided for the control of rents below £100 a year.

Provision was made for the temporary increase, until March, 1948, in certain circumstances, of pensions to all types of Government pensioner, including widows and orphans. Amendments were made to War Pensions legislation to provide for appeals from the awards of the Pensions Board and for regulations to be made for the assessment and award of war pensions.

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\* A complete list will be found in Appendix III



The decision to take a census of the Gold Coast in 1948 necessitated the enactment of legislation to provide for carrying out the various stages of the census.

International affairs were reflected in an Ordinance which conferred diplomatic privileges, immunities and capacities on members and staffs of international organizations of which His Majesty's Government in the United Kingdom and foreign governments are members. This Ordinance will be applicable in appropriate circumstances to members and staffs of the United Nations Organization and its subsidiary bodies and may be of more than academic interest in the event of a visit by representatives of the Trusteeship Council to Togoland under United Kingdom Trusteeship.

Provision was made to enable a lunatic to be discharged from an asylum to the custody of his relatives or friends. A non-native of the Gold Coast, who is a lunatic, can now be removed to his native country.

An amendment to the Criminal Code declared gaming and betting houses to be illegal and provided penalties for persons managing such houses. It also dealt with the control of lotteries. Other sections of the same amending Ordinance prohibited the possession, sale or growth—except in certain specified circumstances—of any poison or poisonous substances and in particular prohibited the possession of poisoned arrows. This amendment was primarily directed against the use of strophanthus in the Northern Territories.

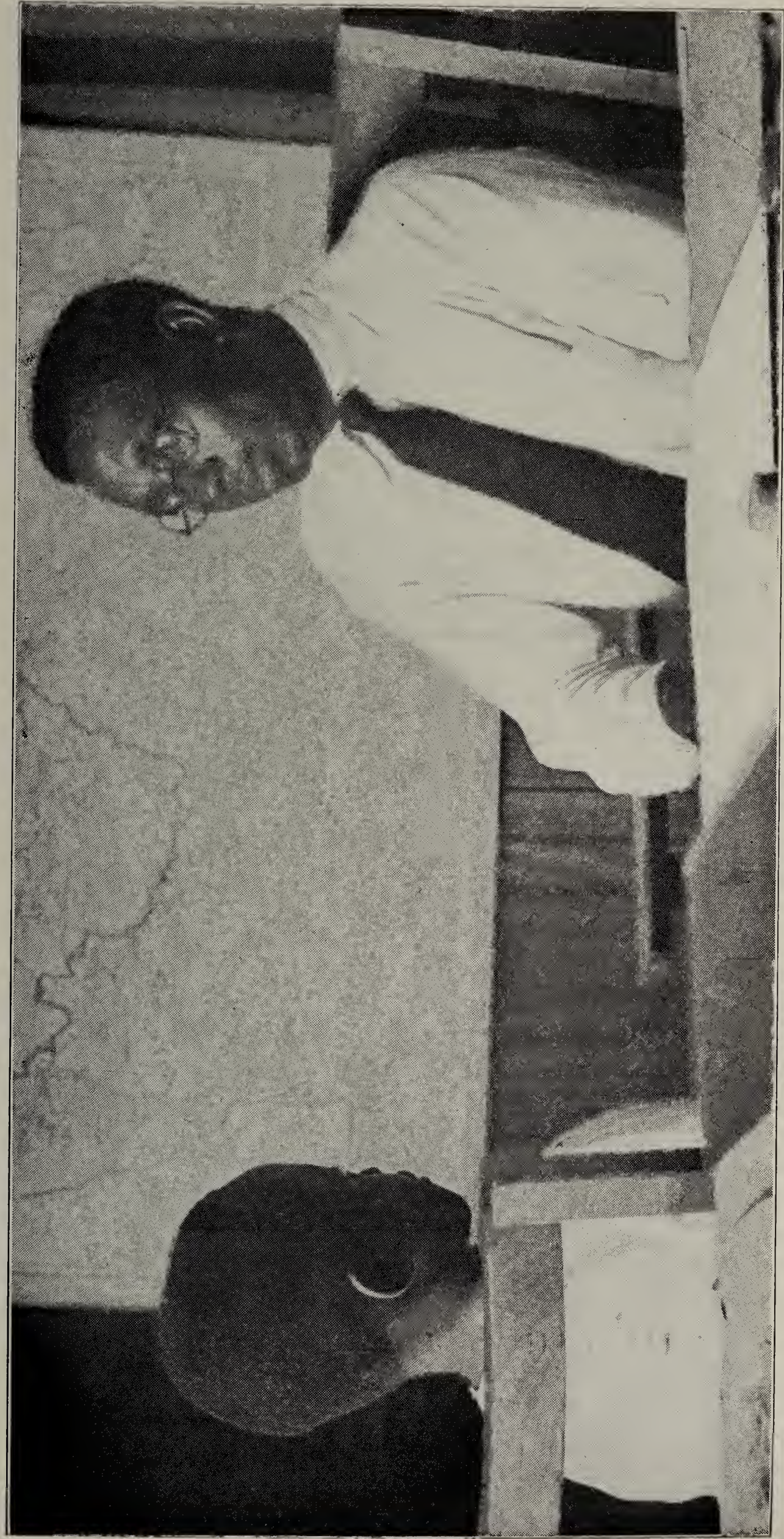
Judges and magistrates are now required to record briefly in writing their decisions, and the reasons for them, in certain judicial proceedings.

By an Ordinance amending the Native Authority (Colony) Ordinance, provision was made for the appointment of a committee of a Native Authority for the purpose of enquiring into constitutional matters where there is no State Council. The same amending Ordinance restricts the spending powers of a Native Authority in certain circumstances without the prior authority of the Administration.

The war-time emergency legislation—except that connected with essential supplies and services—came to an end on 31st December, 1947. One of the effects of this was the handing back to the owners—or alternatively the permanent public acquisition—of lands which had been held under requisition during the war.

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A Probation Officer at work.







## CHAPTER IX

## JUSTICE, POLICE AND PRISONS

*Justice*

The Supreme Court of the Gold Coast is established by an Ordinance of 1935 (The Courts Ordinance) which repealed, replaced and extended to Ashanti and the Northern Territories many of the provisions of the Supreme Court Ordinance of 1876. The Supreme Court as constituted by this Ordinance consists of the Chief Justice and so many puisne judges as the Governor may appoint in accordance with instructions from the King. The Chief Justices and Puisne Judges of the Supreme Courts of Nigeria, Sierra Leone and the Gambia, are also judges of the Supreme Court of the Gold Coast. In order to facilitate the work of the Court, the Judges sit at various places within the Gold Coast discharging their duties within areas known as Judicial Divisions. The Chief Justice is President of the Court but his judicial powers are the same as those of the puisne judges.

The jurisdiction of the Supreme Court is that capable of being exercised by His Majesty's High Court of Justice in England and the Court also has all the powers of the Lord Chancellor with full liberty to appoint and control guardians of infants and keepers of the persons and estates of lunatics. The law administered by the Supreme Court is, subject, of course, to any other ordinance granting or restricting powers, the common law, the doctrines of equity and the Statutes of general application which were in force in England on the 24th of July, 1874.

The great majority of legal relationships existing between persons arise, however, as a result of the African customary law. Most property (including interests in land) is held, and most domestic and contractual obligations arise, according to the customary law; and the Supreme Court is empowered to enforce its observance where the parties are Africans and it is not contrary to "justice, equity and good conscience" or to any ordinance. Indeed, even where one party is not an African, the strict enforcement of the English law is not required where substantial injustice would be done. On the other hand, where it appears that parties, even though African, intended their obligations to be governed exclusively by English law, the customary law is inapplicable.

The interpretation of the law briefly set out in the previous paragraph has occupied much of the time of the Courts, with interesting results. Thus customary gifts of land, customary "death-bed dispositions" of property, and customary mortgages have received recognition. But a claim based on a history of slavery has been held contrary to good conscience and squatting has in certain circumstances been held to result in a possessory title notwithstanding that wrongful occupation of land for any period, however long, would not in customary law result in any title.



The criminal work of the Supreme Court arises from the operation of the Criminal Code which requires that no one shall be liable to punishment by the common law otherwise than in accordance with its provisions or the provisions of some other ordinance. The Criminal Code was originally enacted in 1892 and although there have been amendments from time to time, it has, as a complete code of criminal law based on English ideas, stood the test of time remarkably well. A complementary Criminal Procedure Code was passed in 1935 in replacement of the Criminal Procedure Ordinance of 1876 and of the Criminal Evidence Ordinance of 1907. It follows in the main the principles of English Law. Assizes for the disposal of criminal cases committed to the Courts are held quarterly.

In 1945, steps were taken to form a special division of the Supreme Court to deal with the problem of litigation in connection with land. Judges are assigned to this Division and can only exercise jurisdiction in land matters if they are so assigned but the Division has not been given the entirely separate entity under a separate Judge that was originally intended, and normally the jurisdiction is exercised by the Divisional Court Judges upon assignment to the Lands Division. The distinguishing feature of land cases is that almost invariably the basis of the claim to title is in customary law.

Summary jurisdiction is exercised throughout the country by magistrates—in some places by professional District Magistrates and in others by District Commissioners sitting as magistrates. The Magistrates' Courts are, like the Supreme Court, constituted by the Courts Ordinance. Magistrates exercise criminal jurisdiction under various ordinances as, for example, the Motor Traffic Ordinance, the Liquor Traffic Ordinance and the Arms and Ammunition Ordinance, but the bulk of their criminal work arises, like that of the Supreme Court, from the Criminal Code. In all these summary offences (and many indictable offences may be dealt with summarily if that course seems just) a Magistrate's Court is limited to inflicting a fine of less than £100 or a term of imprisonment not exceeding twelve months if it is constituted by a District Magistrate, or a fine of less than £50 or a term of imprisonment not exceeding six months if it is constituted by a District Commissioner. Magistrates also exercise a civil jurisdiction limited in the case of District Magistrates to suits involving not more than £150 and in the case of other Magistrates to suits involving not more than £100.

The Courts Ordinance also makes provision, by an amendment of 1946, for Juvenile Courts to be constituted where the Governor may from time to time direct. By this provision, Juvenile Courts have been set up for the urban areas of Accra and Sekondi where the problem of child delinquency is most acute. In Juvenile Courts, the law is administered either by three persons from a panel of Juvenile Court Magistrates or by a Magistrate sitting with two members of the panel. Juvenile Courts are not allowed to sit at the same place and time as other Courts, the public is excluded from their proceedings and, where they exist, their jurisdiction is exclusive. The first panel of Juvenile Court Magistrates was appointed for the town of Accra in August, 1946, and apart from the professional (District) Magistrate the five persons appointed were non-official Africans and two of them were women.



A Juvenile Court has extremely varied powers of making orders, all of which are directed towards the reformation of the delinquent youth. Thus the Court can put the convicted youth in the care of a relative or other suitable person or a Probation Officer. It can send the offender to an Industrial School or Industrial Institution. It can order the parents of the offender to pay a fine or to enter into a bond to secure the good behaviour of the child. It can order whipping.

The Courts hitherto described conduct their work basically in accordance with the practice and procedure in England. Although some of the Judges and Magistrates are Europeans, the parties and their legal advisers are almost exclusively Africans; the proceedings are conducted in or interpreted into English. Judges and counsel are robed as in England. Traditional ceremony marks the opening of an Assize.

In contrast to these Courts there are the Native Courts which are the old traditional institutions of the country restricted, controlled, and developed to meet the needs of the present day.

The first step in recognising and regulating the judicial functions of native authorities was taken in 1883 (by the enactment of the Native Jurisdiction Ordinance of that year) when the greater part of what is now the Colony had not been annexed. This recognition of the existence and powers of native courts was extended by an amending ordinance of 1910 which took from the Supreme Court a large part of its first-instance jurisdiction with respect to land causes. Under the amending Ordinance it was provided that where there came before the Court any cases which were properly cognisable by native tribunals it became the duty of the Court, unless there were good reasons to the contrary, to refer the parties to the native tribunals. In this way all suits relating to land were in the first instance triable by native tribunals and the same procedure applied in personal suits where the debt or damage did not exceed £25.

In 1927 there was passed a Native Administration Ordinance which applied for all practical purposes to the whole Colony and repealed the Native Jurisdiction Ordinance. That Ordinance declared that the Supreme Court had no jurisdiction either of first-instance or on appeal in any civil cause or matter relating to the installation or deposition of a chief or other constitutional relationship subsisting according to native custom. It also provided that Native Tribunals should have exclusive first-instance jurisdiction in land cases except where the parties had expressly or impliedly agreed that their obligation should be regulated by English law. The ouster of the Supreme Court's jurisdiction in personal suits between Africans was extended to suits in which the demand or debt amounted to £100. A number of minor matters, both civil and criminal, were declared in which the Native Tribunal had jurisdiction.

Under both these ordinances not only was recognition given to the existence of customary judicial institutions but the benches of persons to administer justice in them were left entirely for custom to decide.

With the development of the Colony and the spread of literacy some discontent with the workings of these Native Tribunals became apparent and in 1943 a committee appointed to enquire into the position recommended that a new ordinance was necessary.



The Native Courts (Colony) Ordinance of 1944 was therefore enacted and although the Courts established under it are still based upon the customary divisions of the country yet they are established only where there appears to be a need for such facilities, and the names of the persons constituting them are also set out in the Order in Council by which they are established.

In Ashanti a position similar to that in the Colony has arisen. The Native Courts (Ashanti) Ordinance (of 1935) not merely recognises aboriginal judicial institutions but restricts them to certain work and permits them to be operated firstly where they are considered to be necessary and secondly by persons specifically recognised as members. The Native Courts (Northern Territories) Ordinance (also of 1935) results in the same position in the Northern Territories.

The Native Courts are of four grades ranging from the petty village court to the highest grade court which may well serve a population of 100,000 persons. The definition of persons subject to the jurisdiction of these Courts varies but generally it is restricted to persons of African descent who have not, from long residence abroad, become alien to African institutions. The law administered is the customary African law so long as it is not incompatible with natural justice, equity and good conscience and, in so far as criminal cases are concerned, so long as it is an offence prescribed as cognisable by Native Courts. They also administer the provisions of any ordinance which gives them powers or any ordinance declared to be enforceable by Native Courts and also the provisions of bye-laws and rules made by the Native Authorities.

According to their grades, Native Courts have their powers limited. The limitations vary in the three different administrations: for example, those in the Colony restrict Native Courts of the highest grade to civil cases where the debt or demand does not exceed £100 and in criminal cases to imposing a fine of not more than £50 or a sentence of imprisonment not exceeding six months.

In all three Administrations power has been granted to Native Courts to enforce the provisions of Book 2 of the Criminal Code (which deals with summary offences) and they have also been given power to enforce certain offences known to the customary law but unknown to the English law. In common with all relatively primitive systems of law, the distinction between civil and criminal wrongs is not sharply drawn and criminal acts are limited very clearly to offences against the community. The number of customary criminal offences is consequently strictly limited and there is a tendency for them to disappear in the course of the years. The Native Courts of the Colony have also powers to enforce certain provisions of the Mosquitoes Ordinance (Order No. 36 of 1946) and the Native Customs Ordinance (Order No. 26 of 1947). Except for the customary criminal offences Native Courts have no exclusive criminal jurisdiction.

In civil work the jurisdiction is exclusive—where a case before a (British) Court is found to be cognisable by a Native Court the parties are to be referred to the latter. Reference has been made above to the limitation in ordinary personal suits, but in cases relating to the possession, ownership or occupation of land and relating to succession to property, Native Courts have unlimited jurisdiction and it is in these cases that they perhaps perform their most important function.





The Gold Coast Police Band.







The table in Appendix II showing the volume of work done by the Native Courts in the financial year 1946-47 indicates the large part these Courts play in the lives of the people.

The nature of the civil work varies very greatly with the area served by the Court. Thus, in urban areas such as Sekondi or Cape Coast, as many as 90 per cent of the cases determined are concerned with debt recovery—a percentage which falls to below 50 in rural areas where there is a larger proportion of cases dealing with domestic relationships. The criminal work is all of a petty nature and much of it is concerned with enforcing the administrative rules of the Native Authorities.

It is frequently heard that costs in Native Courts are heavy. There is a tendency for litigants to press their claims for costs with bitterness but that is the attitude of the people and justice must be seen to be done through their eyes rather than through the eyes of the English lawyer. The actual revenue derived from Native Courts indicates that each case in the Colony costs an average of 30s. including fees and fines. Costs in civil cases in the Northern Territories are not so high as in the more developed Colony and it is rare to see a bill there for more than 5s. for the summons and 1s. for service.

Appeals from Native Courts lie to District Commissioners sitting as Magistrates except in land cases where the appeal is directly to the Lands Division of the Supreme Court. Appeals lie from Magistrates to the Divisional Courts of the Supreme Court.

Appeals from the Supreme Court lie to the West African Court of Appeal which is constituted by the West African Court of Appeal Orders in Council 1928-35, consolidated. All the Judges of the Supreme Courts of the West African Colonies are Judges of the West African Court of Appeal which sits when occasion demands in either of these Colonies and is then constituted of three judges. Sir Walter Harragin, Chief Justice of the Gold Coast was the President of the Court of Appeal during 1947.

The Courts of the Chief Commissioners of Ashanti and of the Northern Territories exercise a special jurisdiction to determine land cases between chiefs in their respective Administrations. The Court of the Commissioner of the Eastern Province of the Colony has a special jurisdiction to determine land cases arising within the Southern Section of Togoland under United Kingdom Trusteeship. Appeals from each of these three special Courts lie directly to the West African Court of Appeal.

### *Police*

At the 31st December, 1947, the establishment of the Gold Coast Police Force was 44 Superior Officers, 48 Inspectors and 2,523 Non-Commissioned Officers, Constables, Bandsmen and Recruits. There was also a clerical staff numbering 11, all stationed at Headquarters.

Apart from 39 Bandsmen, the other ranks comprised approximately equal numbers of General and Escort Police. The General Police are recruited principally from Ashanti and the Colony. They are required to have passed the Primary Schools Examination for the Seventh Standard Certificate and a Force entrance examination at the Police Depot before they can be admitted to the Force. Their main duties include the investigation of crime, traffic control and



street duties, the compilation of criminal records and the issue and registration of licences for motor vehicles, motor drivers, domestic servants, goldsmiths and others. Most of the Escort Police are illiterate but the majority learn to write figures and letters and many attend night classes which are provided at the larger stations. The Escort Police come chiefly from the Northern Territories and include a number of ex-soldiers from the Gold Coast Regiment, Royal West African Frontier Force. They are employed mainly as escorts for specie and bullion, and as guards for treasuries, banks and other buildings. They are also on occasions employed in the investigation of crime and street duties. All members of the Force receive instruction in the care and handling of fire-arms and are required to fire a course in musketry during their training. Only men of the Escort Branch of the Force are armed.

A Police Training Depot with accommodation for 160 men of all ranks is situated about three miles north of Accra. The Depot (a temporary one is in use at present) is equipped with lecture and classrooms and also possesses a model Police Station for training purposes. It contains photographic exhibits of Police work, outdoor and indoor rifle ranges, a football ground, tennis court, canteen and recreation hall.

The Force is distributed throughout the Gold Coast and there are 98 Police Stations and 24 Posts plus five Provincial Headquarters. The Provincial Headquarters are situated at Koforidua, Cape Coast and Sekondi in the Colony ; Kumasi in Ashanti and Tamale in the Northern Territories. Immigration and licensing duties are carried out by Police at Headquarters and other important centres. Accra, Takoradi and Aflao are the main Immigration Stations.

All Provincial Headquarters Stations possess motor vehicles equipped with photographic apparatus, first-aid and emergency equipment. A Motor Traffic Unit is also maintained at Police Headquarters, Accra. Force mobility is provided by motor vehicles, motor and pedal bicycles. Wireless telephone equipment has been ordered for use on certain Police vehicles.

A specially formed Police Railway Squad exists for the investigation of railway thefts and the like. This squad was augmented at Kumasi and Koforidua during the year.

A mounted troop operates in the Northern Territories and is used mainly for the prevention of smuggling from French Territory. A small troop of ten horses is maintained in the Accra area.

Two Sub-Inspectors, Grade II were attached for a course of instruction with the Lancashire Constabulary Training School, Preston, Lancs, from May, 1946 to March, 1947, and on their return to the Gold Coast these men were appointed Police Cadets.

Organised recreational games play a large part in the life of the Force. Recreation Clubs have been formed at many stations. Football matches, table tennis tournaments and the like are played between various Force teams and between Force and outside teams. It is anticipated that cricket and lawn tennis will gain greater popularity in the future. The Accra Police Athletic and Recreation Club has a good sports ground and is a flourishing organisation.

The health of the Force continues to be satisfactory. Additional barrack accommodation has been provided during the year with the completion of new quarters in Accra and Kumasi. A new barracks for 100 men was under construction at Sekondi at the end of the year.



The Band of the Gold Coast Police left Accra by air in May, 1947, for a tour in the United Kingdom. During this tour, which lasted over a period of four months, they had the honour of performing at their Majesties' Garden Party held at Buckingham Palace on the 10th June, 1947. The Band had a most successful tour and were everywhere well received.

Actual financial expenditure on the Force during the financial year 1946-47 was £252,325 ; this was an increase of £1,685 over the year 1945-46, and represented an average expenditure of £96 17s. 3d. for each member of the Force.

Certain individual types of crime showed a definite increase during 1947 ; these included homicide and offences against property. The increase was traceable to crimes of violence, burglary and house-breaking, offences which occur very largely in the more remote parts of the Gold Coast, where access is difficult and where detection is hampered by paucity of communications, lack of mobility and also by lack of care on the part of the population in safe-guarding their property. A large proportion of the cases of burglary and house-breaking is committed on small and humble dwellings.

Opportunity is taken by the Police wherever possible to make use of the Repatriation of Convicted Persons Ordinance and of Deportation Orders against aliens convicted of crime. Police supervision of habitual criminals has also assisted in the prevention and detection of serious crime and these measures, coupled with increased scientific aids and greater mobility, aid the Force in their task of reducing crime.

The work of the Criminal Registry Office and Finger-print Bureau showed no signs of decreasing. During the year, 6,299 sets of finger-prints of accused persons were received and dealt with, and 5,120 new criminal records were filed. The total number of criminal records filed in the Record Office at the C.I.D. up to the end of 1947 was 110,140.

There was little change in juvenile crime. In 1947, 540 juveniles—516 male and 24 female—were convicted as against 507 in 1946. Conviction of juvenile females fell from 72 to 24. In Ashanti, juvenile crime increased from 41 cases in 1946 to 102 in 1947. Accra continued to have its own special juvenile problems which arise as a result of livelihood under urban environment. Much of the juvenile crime in Accra can be attributed to the additional temptations afforded by city life, lack of parental control, and in some cases to the absconding of children from their rural homes.

Police activity continued to be constantly directed towards the problem of juvenile delinquency, particularly in Accra. The Social Welfare Department afforded Police much assistance and help. Repatriation of juveniles who have wandered from their homes or have been abandoned by their relatives was carried out wherever possible. The contrast between the attention usually given by families to children in the agricultural and forest districts of the Gold Coast and in certain urban areas is very marked. Many of the children in the urban areas seem to be left largely to fend for themselves.

The table in Appendix IV gives comparative figures for the past four years for criminal and statutory offences, but motor traffic offences are excluded.



*Prisons*

During 1947 the Central Government maintained 30 panel establishments in the Gold Coast. Of these, five were central prisons, 18 were local prisons, three were female prisons, two were prison camps, one was a contagious diseases prison and one was an Industrial Institution. In addition to these establishments there were, in the Colony and Ashanti, numbers of prisons owned and maintained by the Native Authorities. During the financial year which ended on 31st March, 1947, 15 of the 21 Native Authorities in the Eastern Province of the Colony spent a total of £3,471 on prisons, 19 of the 21 Native Authorities in the Western Province spent a total of £1,605, and 20 of the 34 Native Authorities in Ashanti spent £1,110 on this account.

The Central Prisons at Kumasi, Sekondi and Tamale received all classes of prisoners irrespective of the length of their sentence. The Central Prison at Ussher Fort, Accra, received only recidivists irrespective of the length of their sentence and that at James Fort, Accra, only first offenders. The Prison Camp at Ankaful received only first offenders with sentences of two years and upwards. The camp at Maamobi, Accra, received first offenders with medium sentences. Local prisons received all classes of prisoners sentenced in the district, but retained only those sentenced to a term of imprisonment not exceeding two years. Others were transferred to Central Prisons. The Contagious Diseases Prison accommodated prisoners suffering from leprosy and tuberculosis. The Industrial Institution received all lads between the ages of 16 and 21 years who had been ordered detention under the provisions of the Industrial Schools and Institutions Ordinance, 1945. Young persons sentenced to imprisonment were also sent to the Institution. In addition to the three main female prisons, certain sections of local prisons were reserved for females on remand or serving short sentences. At all central prisons and at some local prisons there was accommodation for unconvicted persons separated from the main prison. In small local prisons, where this was not possible, unconvicted persons were strictly segregated.

In the Central Prisons, long sentence prisoners were trained in various industries and trades.

The establishment of the Government Prisons Department consisted of 12 Superior Officers, 725 Warders of all ranks, including two Instructors of Industries, 21 Trade Instructors and 11 Matrons. There were, besides, two Certificated Teachers, three Agents for Discharged Prisoners' Aid Society for Central Prisons and 12 Civil Service Clerks at Headquarters.

The establishment of warders was increased during the year and has enabled the hours of duty at Central and local prisons to be reduced to 96 a fortnight. During the year a Welfare Board for all subordinate staff was introduced and was working well.

A Warders' Training Depot was established in January, 1947, with accommodation for 60 men of all ranks. The course lasted approximately three months and the instruction included lectures on penal administration, the treatment and training of prisoners, the control of men and methods of instructing in Physical Training and drill. Recruits were required to have passed the examination for the Seventh Standard Certificate at a primary school before they could be admitted to the Service. Most of the new recruits were ex-Servicemen.





The first prison warders' passing-out parade.







The Central Prisons were in charge of Superintendents. Local Prisons were administered by the District Commissioner who was officer in charge. Staff Warders were appointed to them as Keepers of Prisons.

During the year there were 13,912 admissions, an increase of 160 over the 1946 figure. Of those admitted 9,050 (as against 9,061 in 1946) were sentenced to penal imprisonment and 4,774 (as against 4,691 in 1946) to safe custody ; 458 females (as against 439 in 1946) were received, of whom 320 were for imprisonment. There were 46 young offenders, an increase of 21 over the 1946 figure. The daily average population was 3,424 prisoners. Of the total convicted 3,016 or 33·34 per cent had previous convictions recorded against them. Nine hundred and forty men were classified as habitual criminals.

Experiments in extramural labour for prisoners serving sentences of not more than two months were being carried out at Kumasi and Obuasi with satisfactory results.

Remission of one-quarter of the sentence was granted, where earned by good behaviour, to all prisoners sentenced to terms of imprisonment exceeding one month.

Progress continued in the classification of prisoners. The establishment of prison camps also afforded an extension of the classification system. Strict classification in many of the prisons was restricted owing to structural difficulties, but during the year many alterations were carried out with a view to enforcing stricter segregation and classification.

The discipline at all prisons was good. The majority of prisoners were well-behaved and showed great willingness to co-operate in new training methods. The introduction of the Earnings Scheme and other privileges had a remarkable effect on discipline generally and particularly on long sentence prisoners. During the year, amendments to the ordinance restricted the prison offences for which corporal punishment could be inflicted to mutiny, gross personal violence to an officer and gross personal violence to a fellow prisoner.

Visiting Committees, appointed to each prison annually, carried out monthly inspections. Their reports were forwarded to Prisons Department Headquarters and to the Central Government.

Efforts were made to extend methods of reformatory training at all prisons. Certificated Teachers were stationed at all Central Prisons and educational classes followed a curriculum laid down by the Director of Education, whose officers visited Prison Schools and gave guidance and advice. At large local prisons educational classes were also introduced. The instruction was given by members of the staff, prisoners and voluntary workers. At Central Prisons, lectures were given at week-ends by members of the public. Use was also made of members of the staff and prisoners with special knowledge.

Libraries were established at most prisons and no restriction was placed upon any prisoner who desired to obtain or change a book. At all central prisons and certain large local prisons electric lighting was installed in prisoners' cells during the year.

The Earnings Scheme was extended to include all prisoners serving a sentence of 12 months or more and the response was gratifying. Prisoners were paid at the increased rate of 3s. a month owing to the greater cost of small luxuries such as tobacco. All unconvicted persons who elected to work during their period of remand or awaiting trial were paid for their labour.



Prisoners serving long sentences whose relatives could not visit them were able to qualify for temporary transfer to the local prison nearest their homes and could be visited by relatives and friends every day for a fortnight. At the end of this period prisoners returned to their Central Prisons. The effect of this privilege was marked. Prisoners maintained contact with their families and villages and returned to their prisons in a much happier state of mind.

In order to extend contact with the outside world, rediffusion radio sets were installed in all prisons in towns where the service was available, and by the end of the year all central prisons, prison camps, female prisons, large local prisons and the Industrial Institution had been provided with radio. At Central Prisons, particularly in Accra, frequent cinema performances were given in the evenings and at weekends in an effort to break the monotony of the idle hours at these periods.

Industrial training was carried out at all central prisons and certain other establishments. The trades taught included carpentry, cabinet making, building, tailoring, ropemaking, shoemaking, mat making, blacksmithing, weaving, brick making, net making, pottery, and the manufacture of baskets and cane chairs.

The standard of craftsmanship was high and prisoners showed a refreshing eagerness to learn. Expansion of industrial training was, however, handicapped by the lack of tools and materials.

Minor trades such as tennis-racquet restringing were also taught. Tennis nets were manufactured with twine obtained from old tyres and the pottery industry was particularly successful. The fishing industry run by prisoners at Keta, Cape Coast and Accra continued to produce fair quantities of fish which was cured in the Department's curing ovens and issued to prisons for diets.

The majority of prisoners were unskilled in any trade and did not come to prison long enough to learn one thoroughly. In addition, many men were unsuitable for training as tradesmen and would not have been able to follow a trade on release. To provide useful occupation and in order to reduce the high cost of prisoners' rations, farms were established at all prisons where suitable land was available. Over 1,000 acres of land were placed under cultivation during the year and the initial results were satisfactory.

Female prisoners were employed on soap making and mat making.

Building was a major industry and good work was performed by prisoners in alterations and additions to existing prison buildings. Particular attention was paid to improving accommodation, and providing new kitchens and separate accommodation for unconvicted persons at local prisons. The construction of new buildings at Ankafu and the Industrial Institution also took place.

On admission every prisoner was allocated to a trade for which he was thought suitable by a Reception Board. Prior to release, prisoners were interviewed by a Discharge Board which considered the skill and work of the prisoner, heard reports from the Discharged Prisoners' Agent on the possibility of employment on release and decided the amount of monetary aid and tools which should be granted. The system worked well.



The prison camp for long sentence first offenders at Ankaful proved successful. For the second year in succession no escape took place although the men were serving sentences ranging from two to twenty years under minimum security conditions.

Prisoners completed the erection of quarters for all staff and by the end of the year were engaged upon the construction of the last two dormitories. During 1948 it was hoped to complete the chapel, school and workshops.

A special system of grades was introduced and prisoners could progress in the honour system until they were allowed to work alone. The men attended educational classes, conducted their own play reading and bible reading classes and there was a small camp band. Physical training was given every morning to the music of the band.

A wireless set was supplied to the camp by the Public Relations Department. In addition to building activities and industrial training over sixty acres of land was cleared and planted with foodstuffs. All prisoners at the camp were on the Earnings Scheme.

The success of Ankaful led to the opening of another camp six miles from Accra for prisoners serving medium sentences. The accommodation consisted of simple "swish" buildings with shingle roofs which had the appearance of a small village. The camp was entirely open and was provided with dining, recreation and school-rooms. Prisoners were employed upon soil conservation. The staff was specially trained and acted as leaders rather than as warders. The men responded well.

During the year the Industrial Institution was moved from Sekondi to a permanent site about six miles from Accra.

The Institution was not fenced, but between the time of its establishment in May 1947 and the end of the year only two lads absconded. Adequate recreation facilities were available at the Institution.

The Discharged Prisoners' Aid Society continued to make good progress. The Agents performed invaluable work in the face of great difficulties. Two-thirds of the men admitted to prison passed through the Agents' hands. During the year permanent employment was found for over 800 men. This represented about 20 per cent of the total number of men released. In addition, many men were assisted with clothes, with their establishment in business, and with tools and cash in order that they might follow the trade which they had been taught in prison.

The Agents collected £1,015 in fines and thus prevented 238 men from serving prison sentences. They also provided board and lodging for short periods in the hostels attached to Central Prisons.



## CHAPTER X

## PUBLIC UTILITIES

*Electricity Supply*

Public supplies of electricity are provided exclusively by Government and the Electrical Department was established with effect from the 1st April, 1947, to take over responsibility for these supplies from the Public Works Department and the Gold Coast Railways. Details of the towns supplied and the installed capacity of the generating plant are as follows :—

<i>Town</i>						<i>Plant capacity in K.W.</i>
Aburi	...	...	...	...	...	22½
Accra	...	...	...	...	...	1,750
Cape Coast	...	...	...	...	...	200
Koforidua	...	...	...	...	...	125
Kumasi	...	...	...	...	...	525
New Tafo	...	...	...	...	...	35
Sekondi-Takoradi	...	...	...	...	...	2,320
Tamale	...	...	...	...	...	50

These undertakings supply electricity for all private consumers in these towns and lights and power for Government Offices, Workshops, Waterworks, Hospitals, Railways and Harbours.

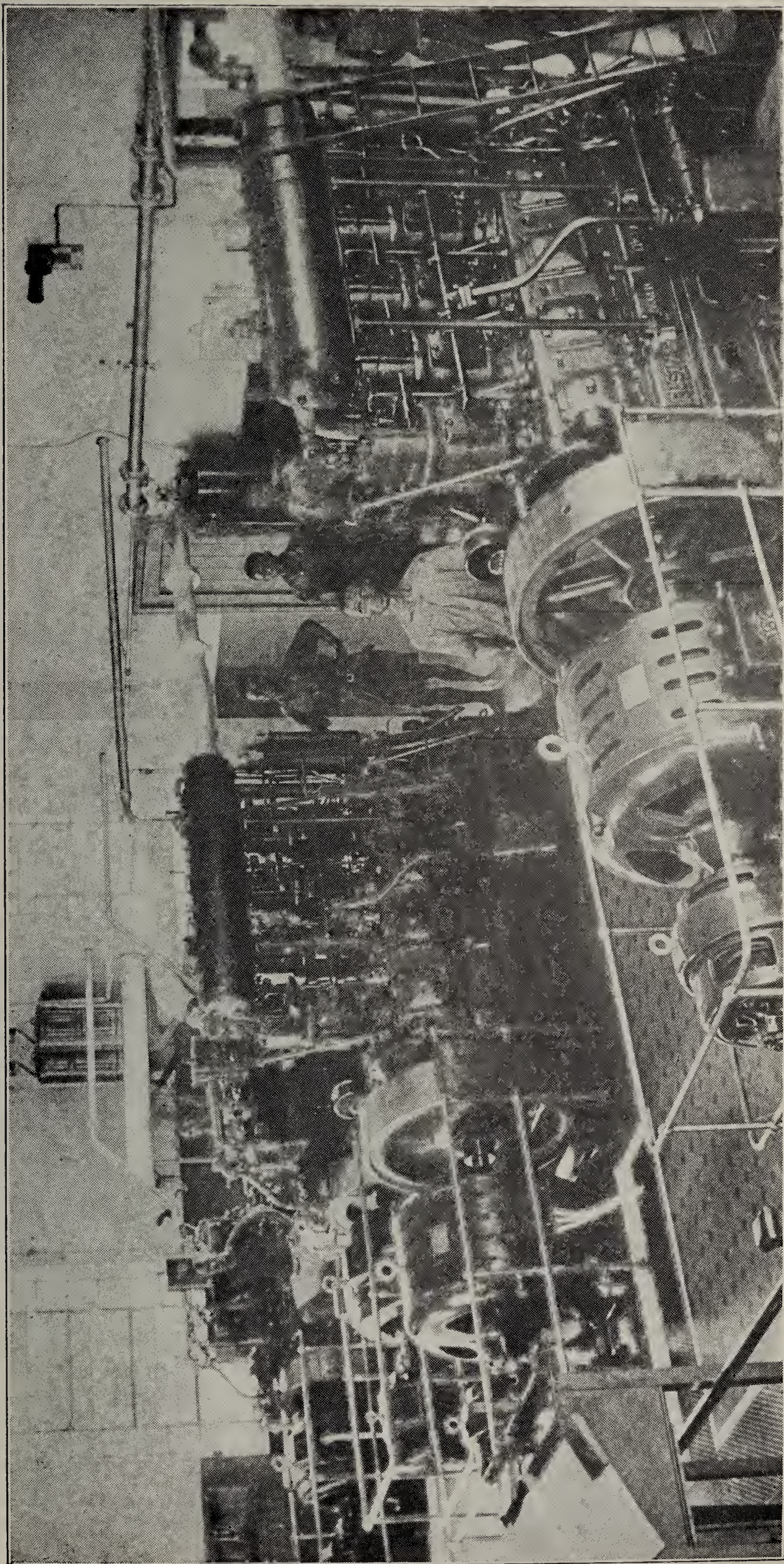
To meet increased demands, additional plant has been ordered so as to increase the capacity of the following Power Stations to the rating given below :—

<i>Town</i>						<i>Increased Plant Capacity in K.W.</i>
Accra	...	...	...	...	...	3,810
Cape Coast	...	...	...	...	...	440
Koforidua	...	...	...	...	...	170
Kumasi	...	...	...	...	...	1,530
Sekondi-Takoradi	...	...	...	...	...	4,570
Tamale	...	...	...	...	...	100

Unfortunately, these improvements have been seriously deferred by the time taken to obtain the generating plant and other equipment needed.

An Extra High Tension Transmission Line 22 miles long has been erected from Accra to Nsawam to supply light and power to that District and power for driving the waterworks pumping plant but, as the Accra Power Station is now working to full capacity, this extra load cannot be connected until the new generating plant arrives.



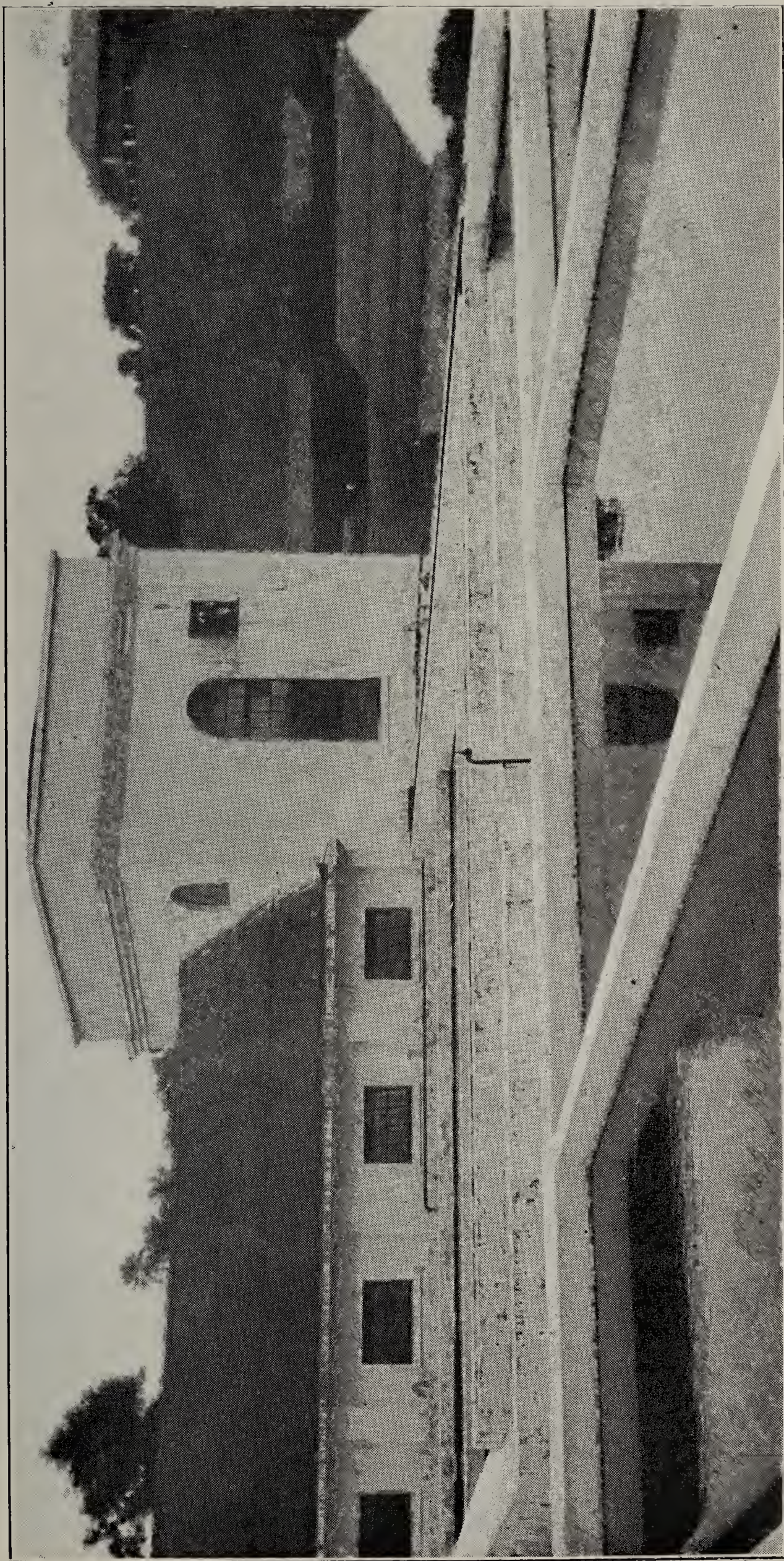


Cape Coast Power Station.









The Accra Water Works.







During the year work has been started on new installations in the following towns :—

<i>Town</i>						<i>Initial Plant Capacity in K.W.</i>
Bolgatanga	...	...	...	...	...	67·5
Dunkwa	...	...	...	...	...	70
Keta	...	...	...	...	...	67·5
Oda and Akim Swedru	...	...	...	...	...	70
Swedru	...	...	...	...	...	210

It has not been possible, however, to make much progress on these schemes as plant and other equipment on order have not arrived.

Provision has also been made, and plans completed, for the installation in the towns of Asamankese and Tarkwa of electricity supplies of 30 K.W. and 360 K.W. initial plant capacity respectively, but work has not yet been started on these undertakings.

The rate of development of the combined existing undertakings is shown by the following figures which give the percentage increase during the year over the previous year's working :—

- (a) Gross number of units sold to both  
Private Consumers and Govern-  
ment Departments ... .. Increase 14·5
- (b) Gross revenue ... .. Increase 3·1
- (c) Running and Maintenance Costs ... .. Increase 19·1

Owing to the rise in production costs caused by the increased cost of plant, other equipment and spares, the recent increases in salaries, wages, and cost of gas oil, it has been necessary to give preliminary consideration to revisions in the tariffs charged for electricity consumed. No actual revisions had been made, however, by the end of the year.

### *Water Supplies*

Water supplies in the large towns and in certain areas outside towns are under the control of the Public Works Department. In rural areas, where the work involved is beyond the ability of the Native Authorities or Administrative Officers, the Water Supply Department is responsible for providing adequate supplies.

The towns at present supplied by the Public Works Department are Accra, Sekondi-Takoradi, Cape Coast, Kumasi, Tamale, Koforidua and Winneba.

The present Accra supply is insufficient for the growing needs of a rapidly developing capital city, but considerable progress has been made with the scheme for doubling the output from the Weijsa Waterworks. Actual construction work should commence in 1948. In addition the draft ten-year plan embodies schemes of improvement to other existing waterworks and for the construction of nine new water supply systems under the Public Works Department. The design of the scheme for the extension of the Inchaban Waterworks which supplies Takoradi and Sekondi and for two new water supply systems has been substantially completed, and materials have been ordered.



Materials began to arrive during the year for an extensive scheme of providing water from the river Volta to a number of towns and villages in Krobo country including Akuse, Kpong, Odumase and Trom.

Progress was maintained by the Water Supply Department in providing rural water supplies although it was hampered by delays and difficulties on obtaining essential imported stores and materials and by the shortage of experienced and qualified staff. These shortages made it necessary for the department to confine itself, as in previous years, to construction in the Northern Territories and to planning for work to be done during 1948 in Ashanti and the Colony.

Work in the Northern Territories was carried out by construction teams operating in the Wa and Dagomba districts where a total of 272 wells and three impounding reservoirs were constructed. Two further reservoirs were partially completed by the end of the year.

A report and estimate were prepared and materials were ordered for the construction of a piped supply for the town of Yendi, headquarters of the Dagomba district. A survey was completed and a preliminary report and estimate furnished for a piped supply for the town of Salaga. Preliminary investigations were carried out for proposed piped supplies at Berekum and Kumawu in Ashanti and at Bogosu and Wiawso in the Colony. Materials began to arrive and it was hoped to put in hand the construction of the piped supplies for Bolgatanga and Pong-Tamale early in 1948.

Unfortunately drilling was at a complete standstill throughout the year as it was not possible to obtain a driller. There was, however, some prospect by the end of the year of a resumption of drilling on a contract basis.

As much advice and assistance as possible continued to be given to Native Authorities throughout the whole country. Several complete well sinking teams were provided for the district of Ho in Togoland under United Kingdom Trusteeship. In addition further improvements have been made to the Ho town supply.

### *Town Transport Services*

Buses owned by the municipality operate in Accra, Kumasi and Sekondi-Takoradi. In Accra the service extends to the suburbs of Teshie (through Christiansborg and Labadi), Achimota, Abose Okai and Korle Gonno. The service at Kumasi extends to Amako, and other outlying villages, and that of Sekondi operates as far as Takoradi, seven miles distant. The rates charged differ slightly in the municipalities, but they are roughly on a penny-a-mile basis. In Accra buses are available on the principal municipal routes from 5 a.m. till 11 p.m. Hours of operation are shorter in the other two municipalities.

The municipalities suffered severely during the war years from inadequate omnibus fleets, and many of the vehicles were no more than temporarily transformed military lorries, but it was not possible to obtain replacements until 1947. During that year, however, all three municipalities were able to put new vehicles on the road. In Sekondi-Takoradi these, like the war-time vehicles, were made up of locally-constructed bodies on lorry chassis but in Kumasi the first



two of a fleet of eight new Daimler Omnibuses were brought into service, to supplement the existing fleet of nine older vehicles, whilst in Accra the first eight new Commer Commando buses—out of 12 of this type and 28 new Albion buses on order—took the road. Nevertheless the Accra municipality also had to supplement its fleet by the addition of four new Morris Commercial lorry chassis fitted with locally-constructed bodies.

In Accra some 15,500,000 bus fares were paid during the year and the profit realised was equivalent to over 5½d. for every mile run by each bus. More than 1,500,000 miles were run, giving a gross profit of some £35,000. Substantial profits were also made by the other two municipalities.

In addition to these buses, there has been a considerable increase recently in privately-owned taxis in Kumasi and Accra. These charge 1s. per mile with additional charges for periods of waiting.

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## CHAPTER XI

### COMMUNICATIONS, METEOROLOGICAL SERVICES AND PUBLIC WORKS

#### *Shipping*

Regular steamship services between the United Kingdom and the Gold Coast were maintained throughout the year and full use was made of the limited passenger accommodation offered by the ships. The passenger and mail service which was operated before the war by Messrs. Elder Dempster Lines, Limited and which had been completely disrupted by the loss during the war of all the mail boats then in operation, was re-instituted with the sailing from Liverpool, at the latter end of September, of the new motor vessel *Accra*. This modern type of passenger ship carries 245 first class passengers in double or single berth cabins, each fitted with a private bath or shower, and 24 third class passengers.

A large number of passengers was carried under semi-austerity conditions by the civilian transports S.S. *Almanzora* and S.S. *Empire Ken*. The latter vessel was subsequently replaced by the S.S. *Empire Bure*. In all a total of six round voyages were made by these transports during the year.

The "Holland West Afrika Lijn" also maintained an approximately monthly service of passenger ships.

Cargo services between the Gold Coast and the United Kingdom, the continent of Europe, South Africa, the Eastern seaboard of America were operated by Messrs. Elder Dempster Lines, Limited, the United Africa Company, Holland West Afrika Lijn, John Holt and Company, Barber Steamship Lines, America South Africa Line, Delta Line, and the Trans-Atlantic Shipping Company.

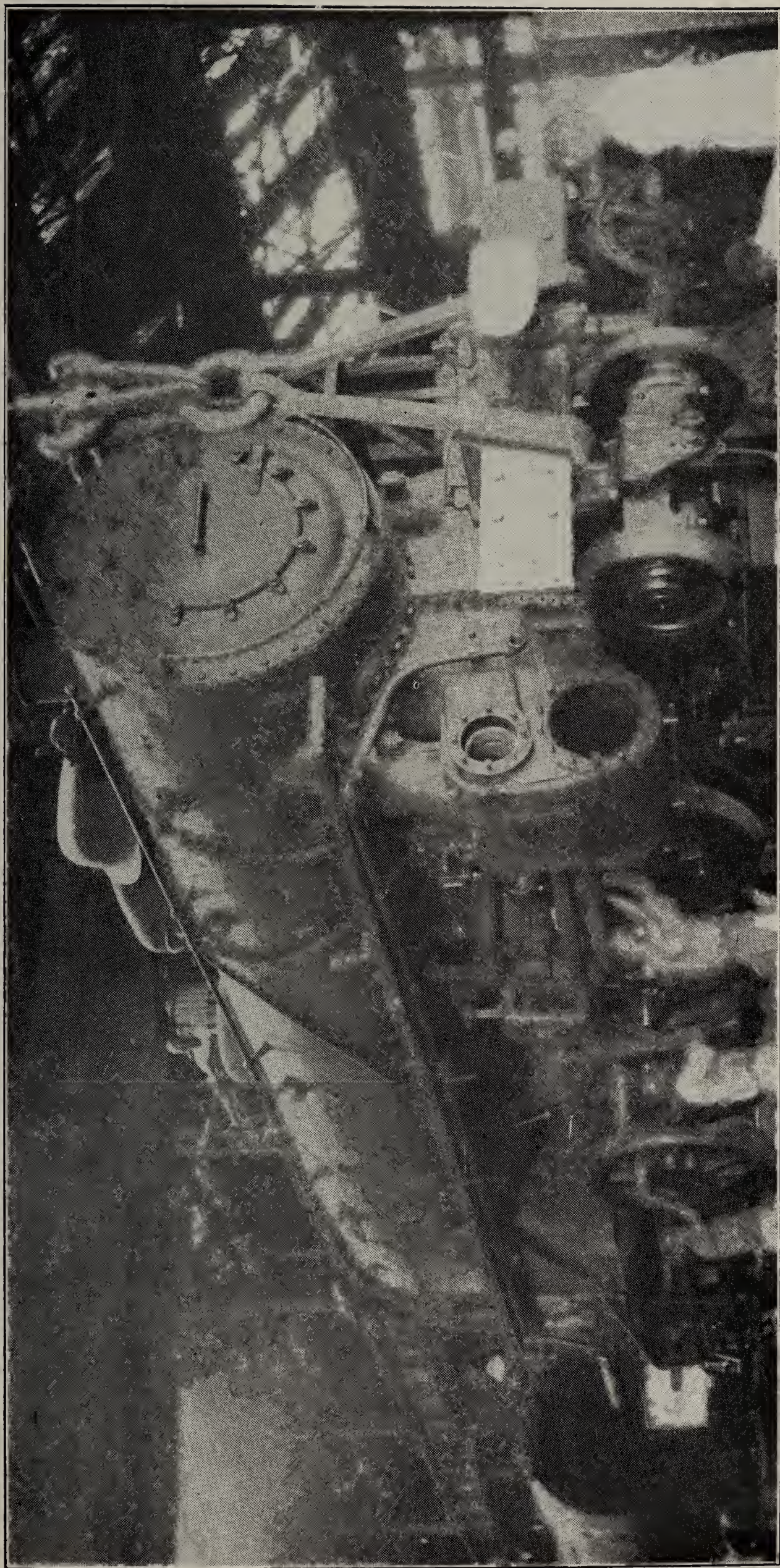
#### *Port and Harbour Facilities*

There are no natural harbours along the Gold Coast and Harbour facilities exist only at Accra and Takoradi. At Accra there is a small breakwater providing shelter for surf boats and lighters, and at Takoradi a deep water harbour within artificially constructed breakwaters. A number of surf ports in use prior to 1939 were closed during the war. Of these Winneba and Cape Coast were reopened during 1946 and plans were made for the resumption of traffic at Keta.

Takoradi Harbour was opened in 1928 and is equipped to deal with the largest vessels which visit the West African coast. The port is owned by the Government, and the General Manager of the Railway is the Takoradi Harbour Authority.

The surplus revenue for the year 1946-47 was £101,515 after paying the full calculated Renewals Fund contributions and the interest charges due to Government on the Harbour's borrowed capital. Of this sum, plus unappropriated surplus revenue brought forward from the year 1945-46 totalling £11,752, £100,000 was appropriated to th





Railway Workshops, Takoradi.







Takoradi Harbour Betterment Fund leaving an unappropriated balance carried forward of £13,267. The balance of the Takoradi Harbour Renewals Fund, at the 31st March, 1947, was £412,205 whilst the balance of the Betterment Fund was £175,972.

Traffic increased during the year.

Owing mainly to the rapidly increasing timber traffic from year to year and the inability of the port to deal with these increases, a scheme was approved at an estimated cost of about £1,500,000 to provide for the following :—

- (a) Four new shallow water wharves for the handling of logs and sawn timber ;
- (b) Sidings and dumps on the site of Cox's Fort (the hill to be removed or partly removed) and on reclaimed land at the root of the lee-breakwater ;
- (c) The extension of the main wharf to meet the requirements of the growing import trade, of a deep water coal berth, a new tanker berth outside the lee-breakwater, and the transfer of the bauxite berth from inside the harbour to the outside of the lee-breakwater ;
- (d) Modification of the bauxite ropeway at the shore-end.

Detailed plans were under preparation by the Consulting Engineers and the Crown Agents were requested to call for tenders as soon as these plans were completed. It was hoped that actual construction would begin before the end of 1948.

### *Railways*

The Gold Coast railway comprises 490 miles of line excluding 46 miles of line between Dunkwa and Awaso operated by the Gold Coast Railway on behalf of the Ministry of Supply. The surplus revenue for the year 1946-47 was £590,331, after paying the full calculated Renewals Fund contributions and the interest charges due to Government on the Railway's borrowed capital. Of this sum, plus unappropriated surplus revenue brought forward from the year 1945-46, totalling £35,987, £350,000 was appropriated to the Railway Betterment Fund and £250,000 to the General Reserve Fund leaving an unappropriated balance carried forward of £26,318. The balance of the Railway Renewals Fund at the 31st March, 1947, was £1,750,196, whilst the balance of the Betterment Fund was £809,341. The balance of the General Reserve Fund at the 31st March, 1947, was £600,000. An interim appropriation of £150,000 has been made since the 1st April, 1947, bringing the total of this fund to the agreed target of £750,000.

The traffic, goods and passengers transported, continued to increase and a record number of approximately 6,800,000 passengers was carried together with a record tonnage of over 1,600,000 tons of goods, despite the fact that operation was carried out under difficulties caused by a limited number of vehicles and locomotive power. There was an increase of 59 per cent in the tonnage of logs carried for export, in addition to an increased tonnage of logs carried to local sawmills for conversion to sawn timber and subsequent export.

The average monthly mileage was maintained at the high level reached the previous year. The output of locomotives from the workshops was delayed by shortage of spare parts from the United Kingdom



and by recent labour troubles. The latter also delayed the manufacture of spare parts to maintain locomotives in service. Eighty new 20-ton lowsider trucks and 97 covered goods vans arrived and were put into service.

A pressure creosoting plant, capable of treating 500 railway sleepers a day, was completed, and was to be used mainly for treating timber sleepers for the relaying programme of 20 miles of track per annum.

The carriage and wagon repairs shop at Location (Sekondi) was dismantled and re-erected on a new site as part of a general scheme of extension to the Locomotive Workshops, for which materials are on indent. A ten-years' programme was launched for the erection of African staff quarters, involving an expenditure of £266,000 spread over the whole period.

The deviation at Papase mentioned in the last year's report was completed and opened to traffic.

Premises were taken over at Takoradi for use as a Railway Training School.

### *Roads*

The existing road system of the Colony now consists of some 2,610 miles of Class I roads maintained by the Public Works Department, about 4,000 miles of Class II and Class III roads maintained by the Political Administration, and a considerable mileage of Class III roads and tracks constructed by Chiefs, Native Administrations, logging companies and various private concerns.

Of the Class I roads some 620 miles have a tarment or tarsprayed surface and 1,990 miles have a gravelled surface.

New road development is most active in the Western Province of the Colony and in the central and western areas of Ashanti.

The standard of road maintenance was generally good but the increase in the volume of traffic and in the use of heavy commercial and logging vehicles was making maintenance of gravel surface roads an expensive and difficult problem.

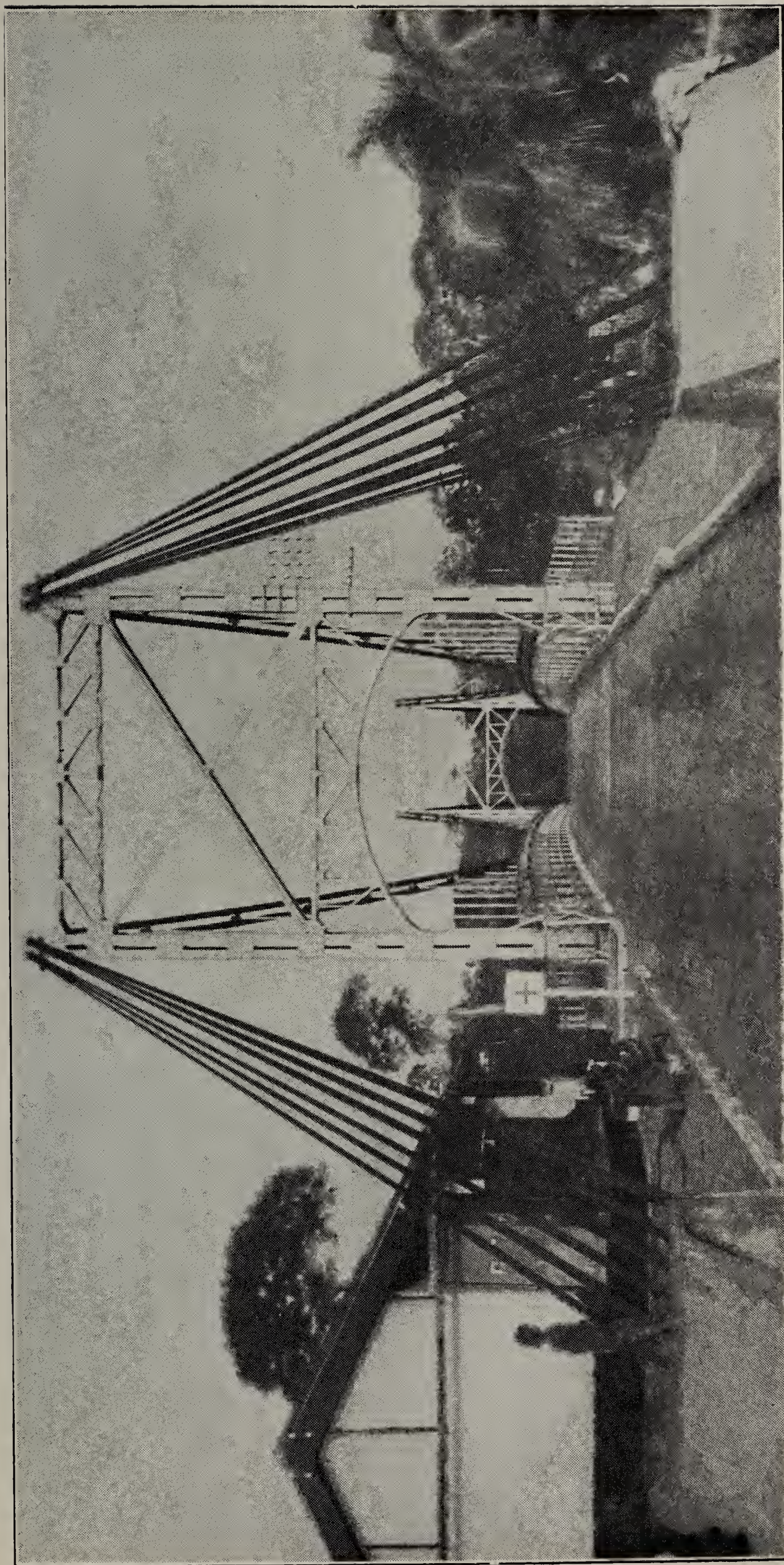
During 1947, the fourth section of the Essiama-Half Assini road was carried to Mile 96 and was proceeding at the end of the year when nine miles remained to complete it.

The Elmina by-pass road and the improvements to the Ankaful-Amisano-Elmina road were completed during 1947.

The erection of Bailey bridges in the Northern Territories proceeded and that over the Red Volta was completed and opened for traffic. A Bailey bridge was also completed over the Ankobra River at Bremang, in the Colony.

Surveys were still in hand at the end of the year for various roads including the Brofeyedru-Juaso road in Ashanti and from Mpataba-Enchi and Enchi to the French boundary. The Berekum-Sekwa-Nsakaw road survey was completed in Ashanti during the year, also the survey of the Prampram-Accra road and the re-alignment of the Bogosu-Ankobra Junction road.



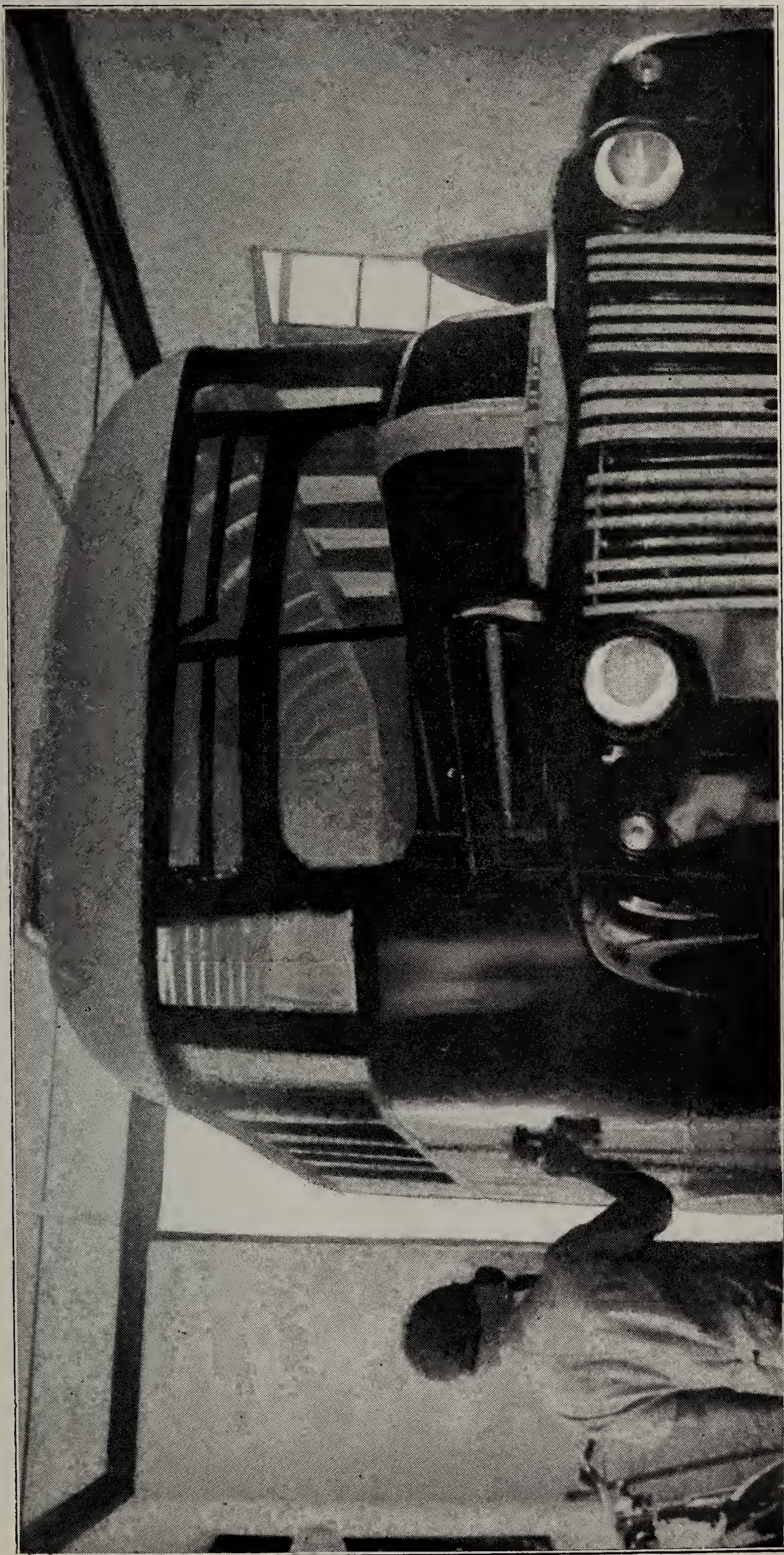


Beposo bridge on the main Accra-Takoradi road.









Spray painting a Government vehicle.



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*Road Transport*

A total of 12,142 vehicles used the roads of the Gold Coast during 1947. Of these, 2,732 were private cars, 363 were taxis, 5,539 were lorries, 2,448 were trailers, and the remainder were motor cycles, road rollers and omnibuses. Nearly 2,000 vehicles were tested for road-worthiness by the Government Transport Department.

It was necessary to retain the war-time control of the allocation of new vehicles. A committee, which has Government and commercial representation, was formed during the war for the purpose of making allocations of vehicles imported from the U.S.A. and Canada and its responsibility was extended during 1947 to lorries from all sources. Other vehicles not covered by the committee were in better supply and their allocation remained in the hands of the Director of Road Transport, acting under the general directions of the Director of Supplies. The same channels are used for the control of the sale of second-hand vehicles from the U.S.A. and Canada and lorries from all sources.

Allocations of lorries are made primarily to firms or persons engaged in essential transport services, or in the movement of the products of the Gold Coast. Individuals who are well recommended have second priority, usually in chronological order of application.

The Government Transport Department maintained its services in the handling and distribution of Government stores, in the conveyance of mails on certain routes, and in the transport of official passengers and their baggage throughout the Colony, Ashanti and the Northern Territories. During the year under review the department's fleet covered 1,816,727 miles, an increase of 329,264 miles over the amount covered during 1946. The fleet, by the end of the year, contained a good proportion of new vehicles which replaced the war-weary vehicles that had done service for considerably longer than would normally have been required of them. The department designed, constructed and fitted out three special bodies for mobile dispensaries.

*Civil Aviation*

The Gold Coast possess one international airport, at Accra, which provides a 24-hour service for the main world airlines which use Accra as a terminal or intermediate point on their trunk routes. The airfield at Takoradi was returned by the Royal Air Force to the Civil Government on the 30th September and thereafter was maintained as a link in the chain of internal airfields. The length of the runways and the standard of construction, however, render this airfield suitable for use as an emergency or diversionary airport for Accra. The airfields at Kumasi and Tamale were extended and improved in readiness for the inauguration of the Gold Coast internal air service.

The British Overseas Airways Corporation trunk service from the United Kingdom was greatly improved during the year. The Dakota service which followed the coastal route was replaced in September by a Halton service across the Sahara via Castel Benito, Kano and Lagos. In addition to reducing the duration of the flight from London to Accra to 24 hours, the frequency of the service was increased to six times weekly in each direction. The Pan-American world Airways service between New York and Johannesburg provided a twice-weekly service to South Africa and formed a link with the British



South American Airways route to South America at Dakar. The British Overseas Airways Corporation, on behalf of the West African Airways Corporation, operated a coastal service between Bathurst, Freetown, Accra and Lagos, thus providing an air connection between the four British West African Colonies. Aircraft on either regular or non-scheduled services from Portugal, Belgium, France and other countries called at Accra during the year.

The arrival during 1947 of De-Havilland Dove aircraft and the completion of works on the runways and airport buildings at Kumasi and Tamale enabled the Gold Coast internal air service to commence immediately after the end of the year under review. This service is operated by the West African Airways Corporation and provides air transport between Accra, Kumasi and Takoradi four times weekly. The service will be extended to Tamale as soon as the necessary control staff are available.

The cost of airport construction and maintenance, as well as of ancillary services such as meteorology and tele-communications, rose considerably during the year and substantially exceeded the revenue derived from aircraft landing fees. The financial burden of civil aviation development was kept under constant review and was considered at the third meeting of the West African Air Transport Authority in London in November. This question had earlier been considered at the Colonial Civil Aviation Conference in April but it was clear that it would be most difficult to work out a satisfactory formula for the apportionment of expenditure on air service requirements between the Imperial and Colonial Governments. The matter was still under discussion at the end of the year.

### *Meteorological Services*

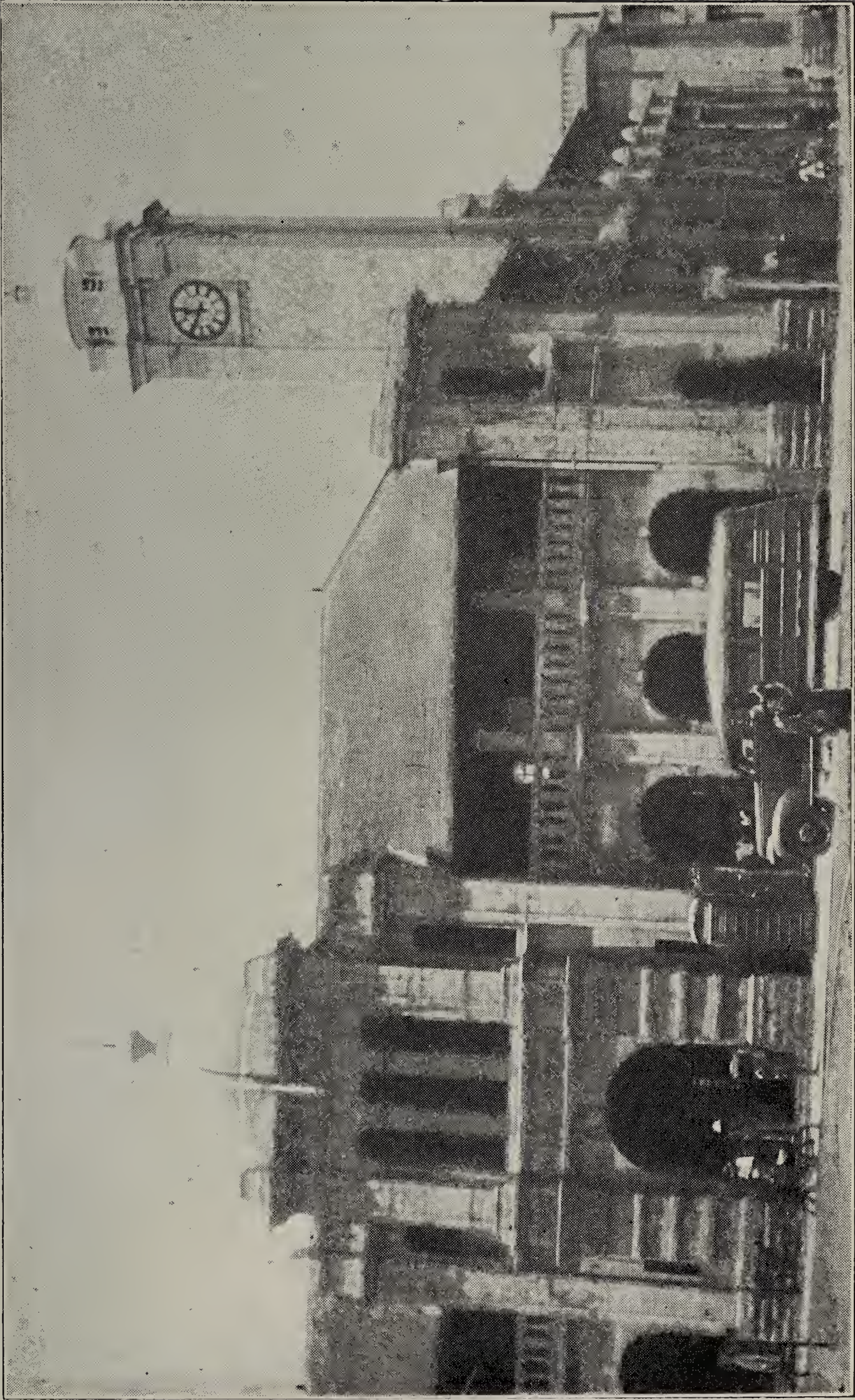
Although the services provided by the Air Ministry until the 30th September and thereafter by the newly-formed West African Meteorological Service were concerned not only with communications but also with wider issues, it is convenient to report on those services in this chapter.

Accra was chosen as the headquarters for the new West African Service, and the Chief Meteorologist was made responsible severally and collectively to the four West African Governors. The Gold Coast service was placed under a Senior Meteorologist responsible both to the Gold Coast Government and to the Chief Meteorologist.

The work of the Gold Coast service during the year was of a dual character, one aspect of the service comprising provision of meteorological protection for aircraft and the other the collection, collation, and analysis of climatological data to meet the demands of other government departments and of the general public.

In connection with the former, eleven full reporting stations were maintained during the year at Accra, Takoradi, Kumasi, Tamale, Kintampo, Akuse, Ho, Saltpond, Axim, Navrongo, and Ada. Reports from these stations as well as those from near and distant territories—received by radio-reception channels—were plotted daily at regular intervals throughout each 24-hour period. The plotting of this sequence of weather charts enabled the forecast unit at Accra to supply full meteorological protection to the various aircraft operating through Accra. During the year no fewer than 1,371 route forecasts were issued by the Accra Forecast Office, apart from terminal





The General Post Office, Accra.







forecasts and other information passed to aircraft in flight. In addition, the number of landing forecasts communicated by radio to other terminals under international arrangements was 648. The number of upper wind observations made in the Gold Coast during the year was 1,750, of which 1,126 were made at Accra, 176 at Kintampo, 239 at Takoradi, and 209 at Tamale. For the use of meteorological services in other territories, 14 broadcasts were made daily from Accra Airport; seven of these comprised reports from the Gold Coast area while seven consisted of a collection of reports from Gambia, Sierra Leone, and West Africa east of the line of longitude passing through Cape Palmas.

More than 800 enquiries were dealt with by the climatological section during the year. More than half of these were of a routine character but reports of a specialised nature were frequently called for. In this latter category might be included those requested by the Aircraft Operating Company of Africa, West African Aluminium Limited, British Overseas Airways Corporation, United Nations Trusteeship Council, Sir William Halcrow and Partners, the Director of Agriculture, and the Director of Public Works. In addition to the eleven synoptic stations mentioned in the previous paragraph, 17 climatological stations and 74 rainfall recording stations were maintained during the year. Shortage of staff precluded any comprehensive inspection of stations but a very considerable number of those in the south was visited. Instruments and methods of observation were checked and advice was given to the authority responsible for the station. A semi-technical paper on the weather at Accra was written during the year for publication in 1948. A lecture on meteorology was delivered at Achimota College.

### *Posts and Telegraphs*

The activities of the Posts and Telegraphs Department continued to expand. This expansion was not fully reflected in the revenue for the year owing to the reduction in postage rates which was brought into effect from the 1st April and to the various reductions in telephone charges made during the 1946 which were effective for the whole of 1947. The estimated revenue up to 31st December was £289,300 or some £16,958 in excess of the revenue for 1946. Requests for new post offices, savings bank and telephone facilities were increasing and showed a continued appreciation of the services of the Department.

The most important feature of the year's work was the extension of airmail services. The main services to the United Kingdom were increased from three to five and later to six times weekly. A new air service New York to Johannesburg via Accra was introduced in March, and direct mail services to and from these cities commenced. Preparations were made for the commencement of the internal airmail services early in 1948. Wireless Stations were installed at the airports at Kumasi and Tamale and their services were tested during proving flights in December.

Seventeen new postal agencies were opened during the year and three existing agencies were converted into departmental offices. The departmental office at Takoradi Wharf was reopened and the office in the Demobilisation Centre, Takoradi, closed. Nineteen agencies were given Savings Bank facilities which they had not previously enjoyed and two agencies were authorised to issue inland money orders.



Telegraph and Telephone facilities were extended to Ejura, Kadjebi, Damongo, Asin Damang, Prasu, Osino, Agogo, Juansa, Amasaman and Labadi. Additional telephone trunk facilities were made available between Cape Coast and Foso, Cape Coast and Elmina, Konongo and Ejisu and Adeiso and Mepom. One hundred and seven miles of new pole route and 754 miles of new wire were erected. The demand for telephones continued and the shortage of materials delayed installations. The most serious shortage during the year was of telephone underground cables needed for servicing several business and residential areas of Accra.

Commercial expansion in the Colony resulted in a large increase of parcel traffic and steady increases in other services. The issue of the new pictorial stamps was deferred until 1948 owing to delays in delivery.

The people of the Gold Coast increased their holdings in the Post Office Savings Bank and reduced their holdings of Saving Certificates. The net increase was 16 per cent during the year and the total holdings standing to the credit of depositors, etc. was £2,921,040. This total was increasing by approximately £10,000 weekly at the end of the year.

It was decided that a second issue of Savings Certificates was unnecessary. The sales of the first issue fell off considerably during 1945 and 1946 and it was clear that the majority of investors preferred to invest their savings in the Post Office Savings Bank.

#### *Building Construction and Maintenance*

Sixteen bungalows for Government officials were completed in various parts of the Colony during the year and 65 others were under construction at the end of the year.

In spite of the shortage of staff, particularly of Engineers, and of the scarcity of materials, progress was made on a number of important projects. The Nurses' Training School on the outskirts of Accra and the Industrial School for juvenile delinquents at Swedru were completed. Education Department buildings were still in progress at Tamale and the Cape Coast Government Lodge for the Chief Commissioner of the Colony was approaching completion when the year ended.

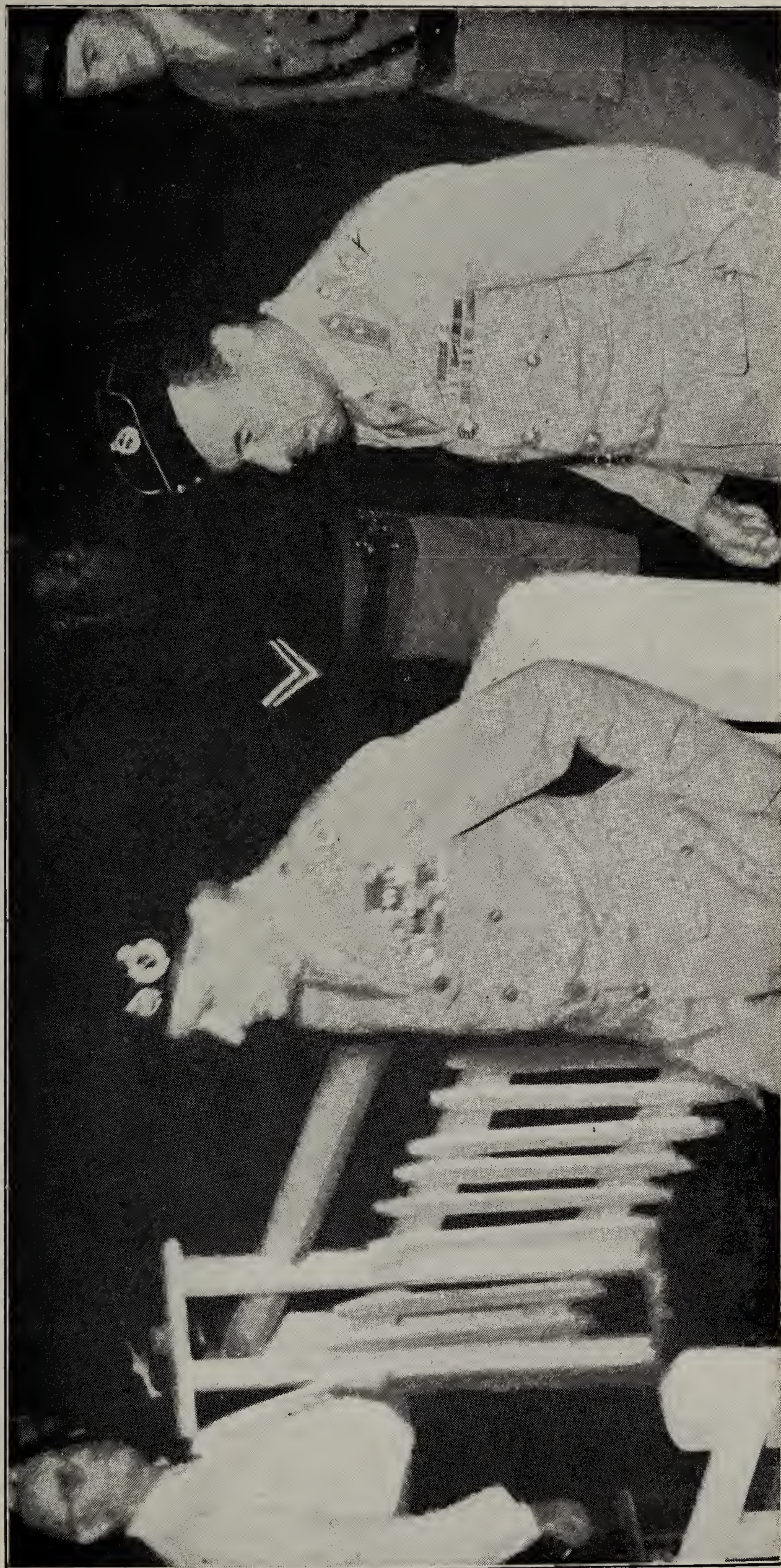
The services of a well-known firm of London Architects were retained for special design work in connection with hospitals and other important buildings.

Several large contracting firms were well established in the country but it was likely that the shortages of imported materials would limit their activities for some time to come.

Demolition of ex-War Department temporary buildings was proceeding with a view to the recovery of building materials, and in some cases adaptation of buildings *in situ* assisted in providing temporary accommodation for Government offices, living quarters for officers, and for education purposes.

The building requirements of the Prisons Department were met largely by the Department's own efforts, with some assistance from the Public Works Department, particularly in the supply of materials. District Commissioners also did valuable work in supervising the erection of village schools, offices, and other buildings, and Native Authorities undertook (often by putting work out to contract) a certain amount of construction work on their own account.





Visit of Lord Montgomery.







## CHAPTER XII

## PUBLIC RELATIONS AND BROADCASTING

*Research*

Some of the research work being conducted by various Government Departments and other bodies has been mentioned in other chapters of this report, and does not require reiteration here. Some further mention may, however, be suitably made of the valuable work done at Tafo, the research station of the West African Cocoa Research Institute, where it was discovered that the swollen shoot disease, which has so gravely threatened the cocoa industry and the economic stability of the Gold Coast, is caused by a virus which is carried from diseased to healthy cocoa trees by mealy-bugs. The research at this station has covered every aspect of cocoa cultivation and diseases in general and of swollen shoot in particular. The precise symptoms of the disease are now known, as are also the time taken between infection and the appearance of symptoms, the influences which vary that time, the methods by which the mealy-bug carries the virus from tree to tree, the length of time that the virus can live in the mealy-bug and in dead cocoa trees, the time a mealy-bug takes to infect a healthy tree, the nature of at least some of the alternate hosts, the effect of various suggested "cures" for the disease, and the fact that cutting out of diseased trees is the only effective remedy. Extensive experiments have been conducted before any conclusions have been reached in these matters and further research was in progress at the end of the year.

A laboratory was set up during the year by the Town and Country Planning Board for research into local building materials and methods. Owing to delay in delivery of essential apparatus, work was not commenced until May, 1947, when staff had to be trained. By the end of the year, however, standard tests to determine suitability for cement stabilisation had been carried out on two different soils and requests had been received from Nigeria, Sierra Leone and from the sponsors of five different projects in the Gold Coast for tests to be made on soils from the localities concerned as to their suitability for building purposes. Arrangements were made for extending this work and for the collection of information on soils throughout West Africa.

The silvicultural research branch of the Government Forestry Department was fully established and an intensive large-scale programme of work inaugurated.

Fundamental Research consists largely of the accumulation of data on vegetation types and the silvicultural characteristics of trees species: a herbarium is maintained and was steadily expanded.

Field experiments are mainly on the development of techniques for the intensive natural regeneration of valuable timber species under shelterwood with a view to the ultimate conversion of the uneven aged, low yielding natural forests to even aged high yielding stands. Experimental centres cover all different forest types. Nursery technique and planting methods are also being studied.



Plots for the determination of rates of growth have been laid out, whilst data are being accumulated as to tree volumes.

A preliminary experiment was conducted on the value of D.D.T. and Gammexane solutions as insecticides in preventing pinhole borer damage to green timber. D.D.T. gave short-term protection only, but in Gammexane there has been found an insecticide of great potential value to the trade, as the period of almost complete protection was found to be at least 11 weeks.

Data were collected towards the eventual publication of a Check List of Gold Coast Coleoptera (a class of insects).

Dr. K. A. Busia, an African Administrative Officer with special qualifications in sociology, initiated, in Sekondi-Takoradi, research into social organization in urban communities.

Dr. Tooth continued his research into mental illness, and his work was conducted under the auspices of the Social Science Research Council and financed from a grant under the Colonial Development Act.

Under the same auspices, and with a grant from the same source, Miss Fletcher concluded her research into the social problems arising from the education of women.

Under the auspices of the National Association for the Prevention of Tuberculosis Dr. Todd and Mr. Rogers spent some months investigating the incidence of tuberculosis in the Gold Coast, but discontinued the investigation in July.

Dr. and Mrs. Morris of the Government Medical Department continued to investigate the incidence of trypanosomiasis with particular reference to tsetse control.

Plans were practically complete by the end of the year for the establishment of the West African Fisheries Research Institute at Freetown. The capital cost and half the recurrent cost of the Institute were to be met from grants under the Colonial Development and Welfare Act, the four West African Governments sharing the remaining half of the recurrent expenditure on a percentage basis. The Gold Coast share was to be 30 per cent.

### *Land Tenure*

It is impossible, in the scope of a small section of an annual report, to give any adequate picture of the difficulties of land administration in the Gold Coast.\* Two distinct systems of land administration apply to the major part of the Gold Coast. In the Colony and Ashanti, with the exception of small Government acquisitions and forest reserves, all land is claimed by the "Stool"; families and private individuals also claim ownership of land but it is now believed that, even in these cases, the allodial ownership vests, at least by the traditions of earlier tribal custom, in the appropriate Stool. The term "Stool" may be taken, for practical purposes, as the tribal equivalent of the English term "Crown". The Stool is the embodiment of national unity and its responsibilities devolve upon its living

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\* The account here given is based with some variations upon Meek, *Land Law and Customs in the Colonies*, Oxford, 1946, Chapter XIV.



representatives, the Chief and his councillors. The grant or concession of any interest in land, for mining, timber or other purposes, is therefore negotiated directly between the African owners and the concessionaires. As a means of affording protection to both parties, concessions are subject to validation by a Divisional Court which must be satisfied that various conditions laid down in the law have been observed.

This control of land grants by a Judicial, as opposed to an Executive, authority is an unusual feature of land law.

Thus, in the South, the Crown has assumed no general rights over land. If it requires land for public purposes, it may have to purchase it on full consideration.

In the Northern Territories, however, Government has assumed general control. Here there were large areas of unclaimed land which could be preserved for the benefit of the community and, in 1927, a "Land and Native Rights Ordinance" was enacted on the model of legislation in force in Northern Nigeria. As subsequently amended, this law declares all lands to be native lands at the disposal of the Governor for the use and common benefit of the local inhabitants. The validity of titles existing before the law was passed is recognized, and provision is made for the grant of Rights of Occupancy. No African may alienate his land to a non-African without the Governor's consent. As a consequence of this legislation, there are no serious land problems in the Northern Territories; nor are any likely to arise which would be beyond the competence of Government to solve.

The problems which have assumed such magnitude in the South are due primarily, to two causes. Firstly, the demand for gold mining concessions, which began about 1830, and subsequently for other concessions, has led to wholesale alienation by Chiefs at the expense of native occupiers. Secondly, the development of the cocoa industry, at the beginning of the present century, created a greater demand for land in the cocoa-growing areas and brought an influx of subjects of distant Stools to the land of the local Stools in these areas. A rapid growth of the conception of private or individual forms of ownership ensued. Valueless paper documents became common. Disputes and litigation arose, and heavy indebtedness ensued. Mr. Cyril Havers, K.C., has recently examined this litigation and indebtedness and made proposals for improvement in the situation which are still under examination.

The disputes are not limited to individuals, but have been extended to Stools, together with the litigation and indebtedness which accompany them. They have repeatedly been termed the principal curse of the country. The number and complexity of these disputes has often threatened to delay and congest the administration of justice by the Courts but the matter has been kept in hand, and, during 1946, the Justice gave directions that land cases should be heard at the place where the litigation arose. This has avoided the delay and expenses of assembling witnesses at the headquarters of Judicial Divisions and has been of great value in overcoming congestion in the Courts.

Improvement is bound to be slow until far more is known. In a report on his investigations into cocoa-growing conditions in 1939, Professor W. M. Macmillan said: "The most elementary facts are still unknown and undiscoverable. It is said, for example, that the number of individual producers may be in the neighbourhood of 300,000.



Any such figure is a worthless guess and no one . . . . has any precise knowledge of how the total is made up—what proportion, for example, really are still peasant cultivators on some part of their original tribal holdings, how many are individual owners (and it may be absent and multiple landlords), who and how many are tenants, and whose tenants '. He refers also to the vast amount of wage labour employed by cocoa farmers. Some progress in obtaining information has been made during the war years ; but it is still true that a great deal is unknown. A cocoa survey, at present in progress, is adding considerably to present knowledge.

Land tenure is closely bound up with methods of cultivation. In the Gold Coast, methods of cultivation are still defective, it is difficult to induce farmers to improve them, and there is widespread insecurity of title. The credit system is described by Dr. Meek as inadequate to the agricultural needs, indebtedness is rife, and land has tended to fall more and more under the control of money-lenders and absentee landlords. The small peasant cultivators were, it seemed, losing their independence to the wealthy few. This tendency may, however, have been checked by recent increases in the price of cocoa and by the growing popularity of the credit facilities provided by Co-operative Societies.

There is also evidence that the modern African mind is not satisfied with the customary rules of matrilineal succession and many are making over farms to their wives in order that their sons, and not their sisters' sons, should succeed. It may be that a close study of the rules of inheritance will be required as an integral part of the general study of land tenure.

Sir Ernest Dowson and Mr. V. L. O. Shepperd compiled a valuable report on land tenure problems which was received in the Gold Coast during 1947. The report recommends the introduction of a system of registration of title to land. The introduction of any such system, however, is dependent upon the goodwill of the people and it is not certain that it will prove acceptable in the Gold Coast. The proposals were under examination at the end of the year.

### *Cultural Development*

It would not be possible to provide any adequate survey of the state and direction of cultural development in the Gold Coast without far more extensive sociological and anthropological research than has so far been conducted. Nor is it possible to assess with any accuracy the long-term effects of western influences nor to state precisely the points at which those influences are most pronounced in their permanency and value. Various authors have written on the culture of different tribes of the Gold Coast from time to time and the interested reader is referred to the bibliography contained in this volume\* for further study.

The work of the British Council is, however, deserving of special mention in this report. It has continued to make a valuable contribution to the development of cultural activities. The Council centre is situated at Accra, where its influence has been greatest, sponsoring concerts and exhibitions of various kinds, dramatic performances and so on. Literary and Social Clubs in other towns have also received encouragement and assistance.

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\* Part III Chapter VI





Broadcasting House, Accra







The promotion of libraries constitutes probably the most outstanding part of the British Council's contribution. From small beginnings at British Council House, Accra, and with the help of Government, the Accra Town Council and the Bishop's library fund, the Aglionby Library was opened in the King George V Memorial Hall, Accra, in November, 1946. It constitutes the first public library in the Gold Coast, and its membership has risen from 157 to 760 in the past year.

The Library is run on a low subscription basis, 2s. for six months, and is open to any person resident in Accra on completion of the necessary application form. Apart from Sundays and Public Holidays, the library is open daily from 9 a.m. to 7 p.m.

There are more than 18,000 books available to members, and new books are being added at the rate of about 500 a month. Daily papers are represented in the library and there is also a good selection of popular periodicals, while a table is reserved for commercial periodicals. There is a representative collection of reference books, and it is hoped before long to form the 1,000 children's books already in the library into a proper children's library.

Readers outside Accra are provided for, through Country membership of the British Council, which allows use of the library by a postal service, and through the Travelling Library and Book Box scheme, which was first started by the British Council in 1945. For the sum of £2 per annum individuals, colleges, schools, etc., are supplied with a box of fifty books, which can be changed four times during the year. The Travelling library tours the whole of the country, when members can make their own choice from a selection of over 800 books carried in the trailer.

During 1947, 11,533 books were issued to members for home reading. There are besides 5,500 books in 110 boxes on loan through the Book Box scheme, the number of people using the individual boxes varying from one to 330.

Music and the fine arts have also received much practical encouragement from the British Council. The local representative has been able to arrange concerts, lectures and study-groups which have been all greatly appreciated. In Accra, the Council's premises have on several occasions been used for exhibitions of paintings, sculpture and pottery in which the works of Gold Coast artists and craftsmen have been included.

### *Public Relations and Broadcasting*

Government's relations with the public are handled where necessary by the Public Relations Department. For this important public service, which has sought to interpret the Government to the people, Great Britain and the Empire to the Gold Coast, and the Gold Coast to countries overseas, 1947 was a year of consolidation and steady expansion. Training of personnel continued, and the departmental machinery, which had been reorganised in 1946, was, in the light of experience, re-grouped into the following four sections :—

- Publications
- Broadcasting
- Films
- Administration.

The Administration Section relieves the technical sections of practically all routine work.



The Gold Coast Press was assisted by the distribution of the London Press Service and Globe Reuters Coastal Press Service. Monthly Press Conferences were held, at most of which a head of a Government Department or his representative was present to answer questions on the work of his Department. In addition to producing twice as many press hand-outs as in 1946, the Department published every week 16,000 copies of the *Gold Coast Bulletin* which have been circulated in most tropical African territories, in South Africa, Palestine, Finland, Sweden, Holland, Italy, the U.S.S.R, Canada, Britain and the U.S.A. At the end of the year plans were made for a greatly increased distribution to take effect early in 1948. This publication requires the use of a considerable number of illustrations and the preparation of photographic printing blocks of which there is now a large library properly indexed ; these are available for use by the local press free of charge.

The Film section was expanded and produced a number of black and white and colour films of both topical and educational interest ; these locally produced films have already proved their value with the public. The newsreels made during the year have placed on permanent record such important events as the departure in August of Sir Alan Burns and the visit in November of the Chief of the Imperial General Staff—Field-Marshal Viscount Montgomery of Alamein. The three documentaries completed during the year are all worthy of mention. “Modern African Homes” was a black and white film showing new methods of building houses for African workers. “Cut to Cure” was a colour film produced with the assistance of the Agricultural Department to help in the campaign against the swollen shoot disease of cocoa. “Fight the Black Market” is a black and white film designed to counter inflationary tendencies. The arrival of an African script writer from a British University enabled the department to prepare scripts of many other documentary films for filming in 1948.

The fleet of seven cinema vans, two of which were added during the year, continued to give performances throughout the country, and in addition were used on special campaigns, e.g. in connection with the control of swollen shoot disease of cocoa. Experiments are still in progress as regards the operation of cinemas by Native Authorities ; a state cinema at one town incurred a loss, but a mobile unit in another area produced a profit.

Facilities were provided for journalists and other visitors from the United Kingdom, U.S.A. and elsewhere.

In the course of the year, the handling of the programmes side of broadcasting became the entire responsibility of the Public Relations Department ; the Broadcasting Advisory Committee has met from time to time. Local programmes were developed, both in English and various vernaculars, and were produced in the late afternoon period ; programmes at other times of the day are generally relayed from the B.B.C., and Radio Brazzaville has proved of service. A good gramophone record library to supplement local programmes is being established and much work has been spent on cataloguing and arranging existing stock.

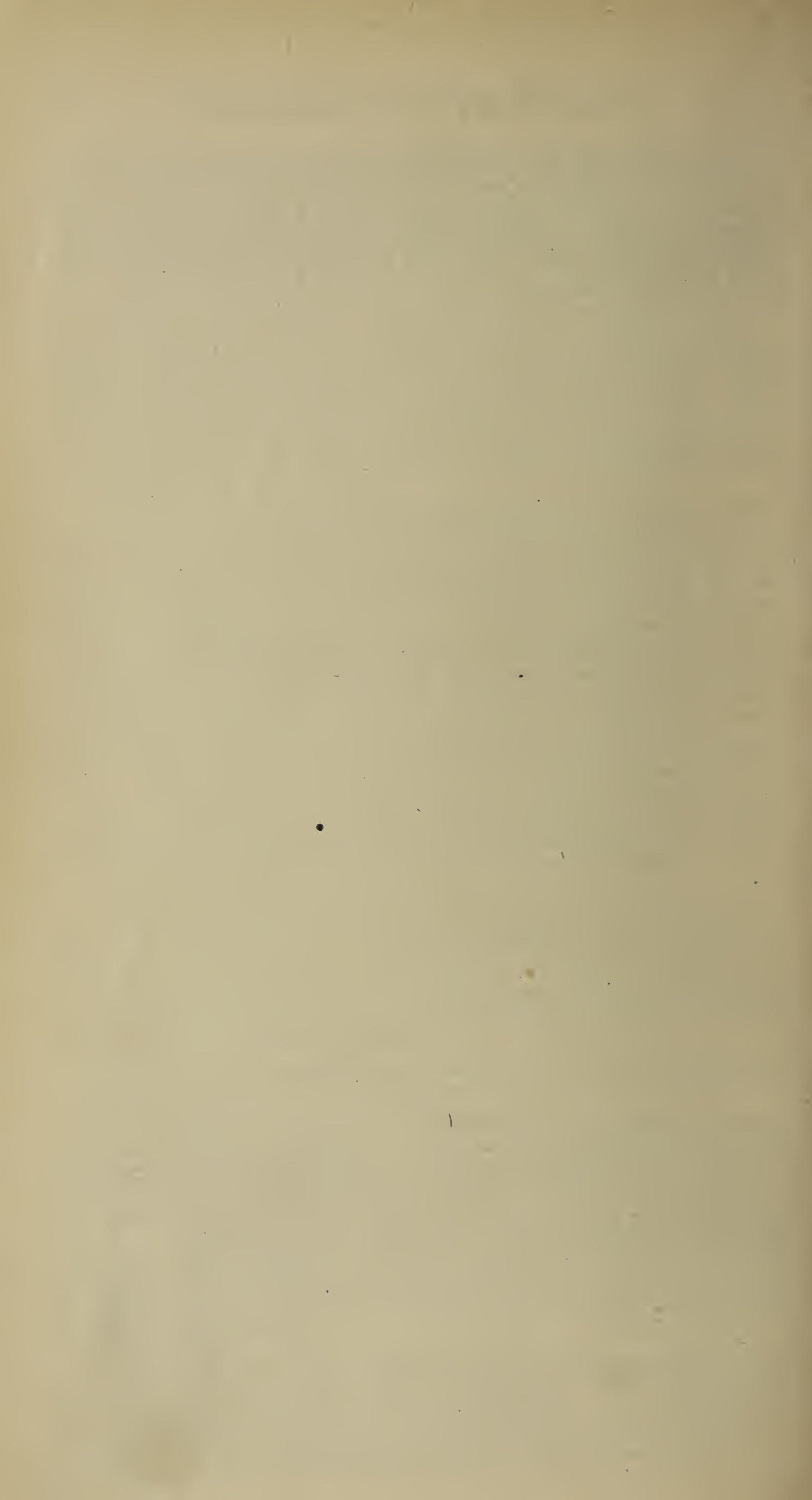
The engineering side of broadcasting is the responsibility of the Broadcasting Department. B.B.C. programmes are transmitted over rediffusion systems from 18 receiving stations. Two new stations were established during the year ; plans have been prepared for further expansion, but this is hampered by shortage of materials and of technical staffs.



During the year the two transmitters of Station Z.O.Y. broadcast daily except on Sundays and Public Holidays on wave-lengths 41·12 (1·3 KW) and 61·04 (5 KW) from 3.30 p.m. to 6. p.m. Station Z.O.Y. is received clearly throughout West Africa and has been picked up in South Africa and under favourable conditions by listeners in other parts of the world.

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# PART III







## CHAPTER I

## GEOGRAPHY AND CLIMATE

*Geography*

The Gold Coast owes its name to the pioneers of trade and adventure of the fifteenth and sixteenth centuries who found gold to be in common use amongst the local inhabitants of that part of the coast of Guinea. The present area of the Gold Coast includes three distinct territories, the Gold Coast Colony, Ashanti and the Northern Territories. A narrow strip of Togoland held under Mandate from the League of Nations since 1919 and placed under United Nations Trusteeship in 1946, is administered by the Gold Coast Government through the Chief Commissioners of the Northern Territories and the Colony.

The whole area lies between 1° 14' east and 3° 15' west longitude and 4° 45' and 0° 10' north latitude. Its southern shores are washed by the waters of the Gulf of Guinea and elsewhere it is bounded by French territory—on the east by Togoland under French Trusteeship, on the north by the reconstituted territory of the Upper Volta and on the west by the Ivory Coast.

The total area is approximately 91,690 square miles or some 3,000 square miles larger than Great Britain, made up as follows :—

	<i>sq. miles</i>
Gold Coast Colony      ...    ...    ...    ...    ...	23,490
Ashanti      ...    ...    ...    ...    ...	24,560
Northern Territories    ...    ...    ...    ...    ...	30,600
Togoland under United Kingdom Trusteeship    ...	13,040
	<hr/>
	91,690
	<hr/>

The coastline, 334 miles in length, varies in characteristics, but consists generally of a low sandy foreshore on which the Atlantic swell beats unceasingly. A calm day is almost unknown ; usually a misty spray from the breaking surf floats from the water's edge over the forest or scrub bordering the beach. Brackish or fresh-water lagoons are scattered along the whole littoral, separated from the sea by narrow strips of sandy soil. These lagoons are common in the neighbourhood of Half Assini, Sekondi, Cape Coast and Winneba, while from Accra to the east they become more numerous until the greater part of the beach from about Prampram to the frontier is backed by wide expanses of lagoon. Except in a few places, the level of the coast is rising slowly and this in part accounts for the lagoons which are fed by the rivers from inland. The sea forms sandbanks along the coast, and the river water is therefore held in the lagoons until the rains force them to burst the sand-bars and flow into the sea. Only the Ankobra, the Pra and the Volta have permanently open mouths, guarded by river-bars of shallow depth.



The country as a whole may be described in general terms as divided into plains and scrubland, forest areas and open parkland. The plain and scrub area lies between the coastline and the southern boundary of the forest. The forest boundary leaves the coast in the neighbourhood of Takoradi and the plain and scrub area gradually widens from that point towards the east to a depth of some 60 miles on the eastern frontier. It consists of rolling plains covered with scrub and grass, usually denuded of big trees, but with occasional abrupt and isolated hills rising to a height of several hundred feet. These hills are found particularly behind Cape Coast, between Apam and Winneba, and south of Akuse.

In the dry season the parched and impoverished condition of the Accra and Volta River plains is most noticeable, but the soil is by no means unproductive. The valleys in particular produce a large number of foodstuffs such as cassava and corn. The coconut palm thrives along the whole coastline.

The boundary of the forest area to the north of this coastal belt follows up the Volta River to the region of the Afram River and thence roughly west-north-west to the western boundary of the country. The whole forest area is broken by numerous steep ridges and hills densely clad with timber. The heavy annual rains and the dense cover of forest make this area extremely productive and it is here that cocoa is grown. This area yields also mahogany and other timbers suitable for export. The export value of the various indigenous products of the forest area has been mentioned elsewhere in this report.

The forest in its natural state consists of massive trees, standing close to one another with widespread buttresses, and rising to a height of some 200 feet. The thickly entangled foliage forms a green roof which is almost impenetrable to the direct rays of the sun and creates a moist, steamy twilight within the forest. A network of creepers and vines, mostly of the rubber variety, lace together the larger trees with a dense undergrowth which, rising to a height of from 20 to 50 feet, makes an axe or a matchet an indispensable article to any one leaving the beaten track. The thick vegetation protects the soil from desiccation and erosion which quickly follow deforestation or the overworking of the soil for agricultural purposes.

The country to the north of the forest area has, for lack of a better term, been described as open parkland. Here and there, notably in the Afram plains and in parts of the Northern Territories, certain areas of treeless plains and plateaux exist, but, generally speaking, the country is covered with low, open woodland through the whole of northern Ashanti and the Northern Territories. The rivers and streams are generally bordered by dense belts of tree and scrub, whilst between them the forest opens out into plains, glades, orchards and park-like areas. Noticeable among the many trees are several varieties of hard and valuable building timbers but the special characteristic of the country is the vast number of shea-nut trees scattered over the whole area. Their potential productive capacity has been estimated at 250,000 tons of shea butter annually.

The whole of the forest area is well watered by small rivers and streams. Most of these are dry during the dry season, but flow strongly during the rains from about May to October. The open parkland streams, generally speaking, flow only for short periods during and for a few hours after actual falls of rain: they are then rushing torrents flooding the country for several miles around. None





Sir Alan Burns and the Asantehene at the Kumasi Durbar.







of the rivers of the Gold Coast with the exception of the lower reaches of the Volta, Tano and Ankobra, is navigable by steam launches and lighters.

The Volta is by far the longest river in the country. Its mouth is about a mile wide but is constantly shifting and the bar makes navigation difficult. Small coastal steamers can, however, enter ; steam launches and lighters can reach Akuse, or, in the rainy season, the Senchi rapids. Beyond that point the river is navigable only by canoes. There are numerous rapids. A commercial project now under examination will, if carried out, render the Volta navigable almost to Yeji in the Northern Territories.

The Black and White Voltas join about 40 miles north of Yeji. The Black Volta rises in French Senegal and forms the western and southern boundaries of the Northern Territories, contiguous to French territory and Ashanti, until just short of its junction with the White Volta in the Northern Territories. The White and Red Voltas rise in French territory south of Timbuktu, entering the Northern Territories within a few miles of one another and joining near Gambaga, continuing as the White Volta through the Northern Territories to its junction with the Black Volta. The current of the Volta is about two and three-quarter miles per hour in the dry season and over four miles per hour at its fastest in the wet season. Some of its upper reaches cease to flow during the height of the dry season but there are always large pools of water.

The Pra and its tributaries, notably the Ofin, the Birim and the Anum, are probably the most important rivers of the Gold Coast from the point of view of agriculture. The Ofin is also used in the wet season for floating timber to Dunkwa for onward transport by rail. The valleys of these rivers are highly fertile.

The Ankobra, which is navigable for about 50 miles from its mouth by steam launches, and its tributaries, are scarcely less important to agriculture than the Pra. The tidal reaches extend in the dry season as far as Banso. Its upper reaches above Wiawso lie in pools in the dry season.

The Tano, which loses itself in the broad Aby Lagoon in the south-east corner of the Ivory Coast, is navigable for steam launches up to Tanosu.

The one real lake in the country is Bosumtwi, which lies in a deep depression 21 miles south-east of Kumasi. It is almost circular and has a diameter of about five miles and a maximum depth of 233 feet. Its steep sides rise to about 600 to 700 feet above the surface of the water, which occupies a basin-shaped depression with no external drainage. There is convincing evidence that this depression is an explosion caldera of volcanic origin.

The West African territories, unlike East Africa, contain few notable mountains or highlands. Roughly half the Gold Coast is below the 500 feet contour and most of the rest is less than 1,000 feet above sea level. The chief range of hills runs from a point some 20 miles north of Accra in a north-westerly direction until it crosses the western boundary into the Ivory Coast. The south-eastern end of this range is formed by the Akwapim hills, which are healthy and fertile, and appear to form a barrier against the advance of the scrub and plain country to their south. They are covered with forest and well populated. In the north the Mampong Scarp marks the boundary between the forest and the more open country to the north.



Most of the range is in the neighbourhood of 1,500 feet high, but individual peaks reach to heights of approximately 2,500 feet.

A further range branches north from the range described just inside the western boundary of the Gold Coast and passes over into French territory across the northern boundary of the Northern Territories. This range forms the eastern side of the Black Volta valley.

From the south-eastern end of the range first described there stretches a further line of hills across the lower Volta and up the boundary between French and British Togoland, leaving British territory north-east of Kete Krachi. The highest point in the Gold Coast—2,900 feet—is in this range.

There is a range which reaches over 1,300 feet stretching some 50 miles into the Gold Coast from the east in the region of Gambaga. This north-east corner is very fertile and is one of the most thickly populated areas of the Gold Coast.

*Climate*

The climate of the Gold Coast is not unlike that of other territories lying within the tropics and near the Equator. As is normal in such latitudes the weather is mainly seasonal, the climatic variations throughout the year being related to the movement of the sun north and south of the Equator and to the corresponding movement of the boundary between the moist south-westerly and dry north-easterly winds.

There are four fairly distinct climatic regions in the Gold Coast, viz.: the coastal belt, the extreme south-west corner, the forest belt, and the north. The climate of these might be respectively classified as :—

- Coastal belt—warm and dry
- South-west corner—warm and wet
- Forest belt—warm and moist
- North—hot and dry.

This division is illustrated by the figures given in the table below, Accra, Axim, Kumasi, and Tamale being respectively representative of the four zones.

Zone	Station	Rainfall mean	1947	
			Mean Maximum Temperature	Mean Relative Humidity
Coastal belt ...	Accra	29"	39"	85·9°
South-west corner	Axim	82"	70"	83·5°
Forest belt ...	Kumasi	58"	72"	86·2°
North ...	Tamale	43"	48"	92·3°

The moist south-westerlies (the monsoon) penetrate farthest north in our northern summer and it is during this season that most of the rain falls in the Gold Coast. It is interesting to note that except in the northern zone there are two rainy seasons every year in the Gold Coast with a short dry season intervening during the month of August.



The dry north-easterlies (the harmattan) penetrate farthest south, sometimes beyond the coastline, during January and February. They frequently bring particles of fine dust from beyond Northern Nigeria and cause a haze which may become so thick as to impede navigation on the sea and in the air.

The weather during 1947 was remarkable for the marked excess of rainfall in Ashanti and in the major part of the Colony. In some parts of the northern area, of the Eastern Province the recorded rainfall was no less than 30" above the mean annual total. The mean excess over the Colony and Ashanti was in the neighbourhood of 15". Another feature of 1947 was an unusual prolongation of the rainy season. The rainfall in Accra during November reached the unprecedented total of 5.5". The previous record total for this month of the year was 3.9", recorded in 1905 and the mean total over the past 46 years amounts to only 1.3".

The tabulation in Appendix VI shows the rainfall and number of rainy days for each month of 1947 at selected stations within the four climatic zones.

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## CHAPTER II

## \* HISTORY

*Introduction*

It is sometimes said that the history of the Gold Coast is the history of cocoa. It is true that cocoa has been the cause of profound economic changes which have had their effect in the social, political and cultural spheres. It is also true that the cocoa industry—and cocoa farming in particular—has made important inroads upon tribal tradition, structure and stability. Yet, in spite of these facts, it must be remembered that the importance of cocoa belongs only to recent years.

*The Gold Coast Tribes*

The majority of the peoples of the Gold Coast are now classified as Negro—though satisfactory definitions of the African races have yet to be found. Some Hamitic influence is however present, particularly in the Northern Territories.

Probably the earliest evidence of human occupation so far discovered is to be found in the form of stone implements. Even these, however, are thought to belong to a recent period in historical time. The distribution of such implements is fairly wide, and they include spear-heads, knives, scrapers, chipped axes, hammer-stones and other articles, roughly shaped from pebbles of quartz and quartzites. Regular octagonal stone chisels of symmetrical shape and highly finished, about nine to ten inches long and with a cutting edge of an inch and a quarter, made of hard green rock, have been found near Dunkwa, in the bed of the Ofin River.

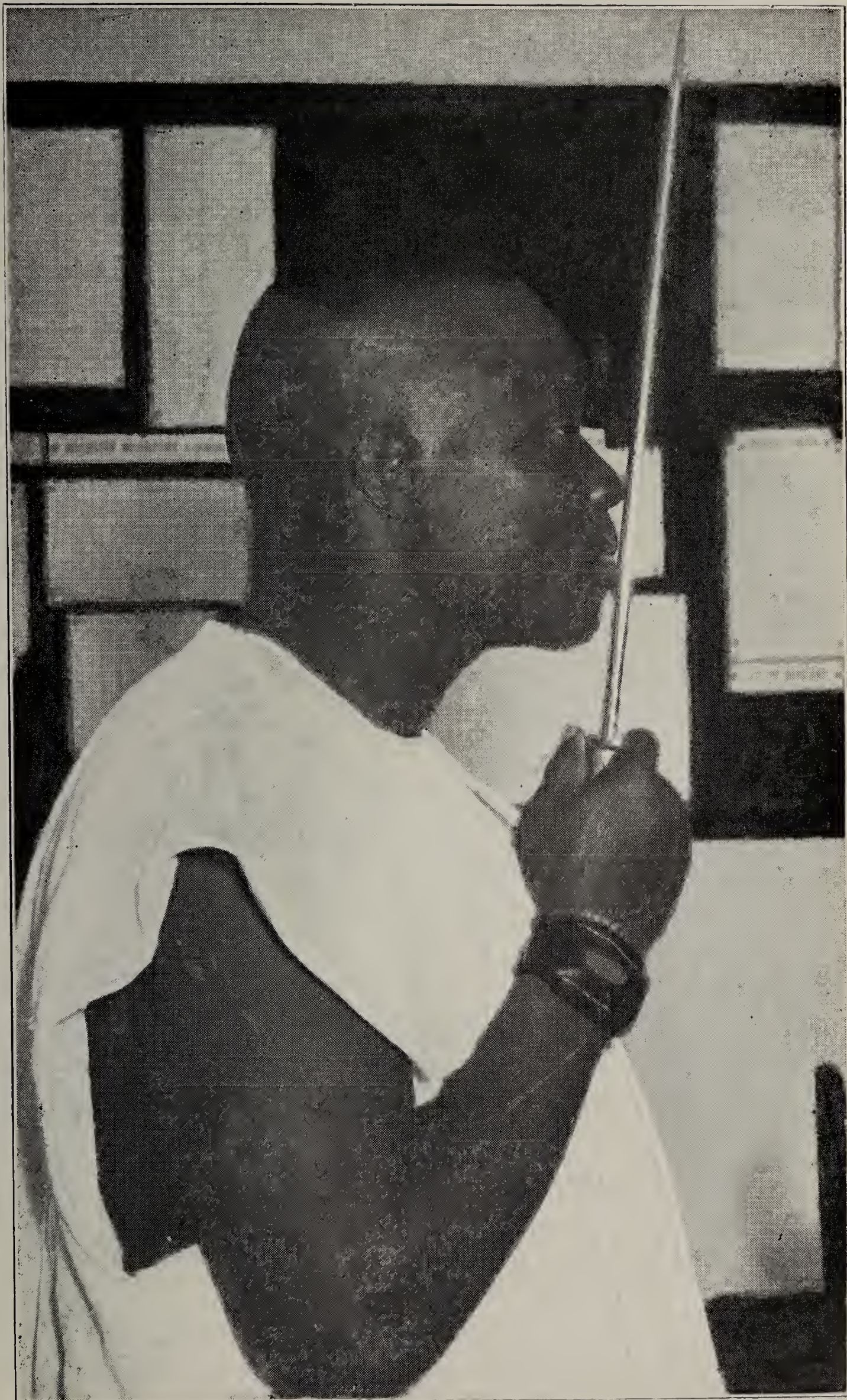
The earliest European records belong to the latter part of the 15th century. No written records of any earlier period exist. Moreover, the first Europeans to reach the coast had little interest in the history of the indigenous peoples and have left no account of contemporary traditions relating to past history.

It is possible that the Colony and Ashanti tribes had a common origin and a common home. It is traditionally believed that pressure from the North forced them to migrate southwards and that in this way they gradually occupied and spread through the forest belt. At some point during the migrations it is said that this great race—the Akans—was divided into two main sections, the Fantis and the Ashantis, the former occupying most of the coastal districts and the latter the forest belt. The Fantis found aboriginal peoples on the coast, and it is possible that the distinctive language still spoken at Winneba and some other places on the coast is traceable to certain of these peoples.

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\* This chapter is based largely on *A History of the Gold Coast and Ashanti* by W. Walton Claridge, John Murray, 1915; *The Gold Coast Handbook*, 1929; Annual Reports from 1925–39 and 1946; the Governor's Annual speeches to Legislative Council during the war years; official records; and *The British in Tropical Africa* by I. L. Evans, Cambridge, 1927.





A police recruit takes his customary oath.







There is reason to believe that the Akans arrived in three waves, thus accounting for their divisions into sections. The first wave, consisting of the Guans and kindred peoples, came down the Volta Valley, and probably as early as 1200 were in possession of a crescent of land stretching from Bole through Salaga, Krachi, Anum and Accra, as far west as Winneba. The second wave, the ancestors of the Fantis, probably came down the Ofin and the Pra, reaching the coast about 1300 and spreading eastward through Cape Coast until it came in contact with the Guans. The third wave, the ancestors of the Twi peoples, came straight down between the earlier settlers, filling up Ashanti and Akim. Their spear-head, the Akwamus, probably came in contact with the coast people about 1600.

Though there is some evidence to support these theories of Akan migrations much research will need to be done before they can be accepted as reliable.

No information of any value is available regarding the early history of the Northern Territories. Indeed, it is at present inevitable that any review of the earlier history of the Gold Coast should concern itself primarily with the coastal areas. European contact was for a long time limited to a number of points along the coast itself, and, in the absence of other reliable material, we are bound to depend for historical information on the records which they alone have left.

#### *Early External Contacts*

It is a matter of interesting speculation as to whether or not Greek, Carthaginian and Phoenician traders touched points on the Gold Coast during their voyages. It is certain that the Phoenicians sailed beyond the Straits of Gibraltar and down the coast of Africa, but it is not known how far these journeys extended. There are passages in the writings of Herodotus which may well refer to the Gold Coast. He quotes the Carthaginians as saying that they traded in a region of Libya beyond the Pillars of Hercules. They used to land, leave their goods on the beach, make fires to attract the inhabitants and return to their ships. The local people would then come and inspect the goods and place against them the amount of gold they were willing to pay and go away. The traders then landed again and noted the quantity of gold. If they considered it sufficient, they took it and sailed away ; if not, they left both gold and goods and returned to their ships and waited for the gold to be increased. There is good reason to believe that a similar "silent trade" was conducted with caravan traders from across the Sahara. Another passage from Herodotus provides strong evidence in support of the belief that the Phoenicians in about the year 600 B.C. sailed round Africa from the Red Sea to the North Egyptian coast, taking over two years in the process. It is wellnigh certain that one or more calls would have been made for fresh-water and provisions along the Gold Coast.

It is possible, too, that Hanno reached the Gold Coast, and the Greek Eudoxus certainly reached some point on the west coast, but opinions vary as to whether it was Senegambia or farther south.

#### *European Contacts*

The European pioneers on the Gold Coast were the Portuguese, unless the flimsy evidence of a French landing a century earlier is accepted. The Portuguese first reached the coast in 1471, and in 1482



began to form settlements where they remained for the next 160 years. Their coming was primarily due to the enthusiasm of Prince Henry the Navigator who, early in the 15th century, sent ships to explore the coast beyond the farthest point previously reached—Cape Non.

These expeditions gradually extended their limits, and the first record of their reaching the Gold Coast, refers to the year 1471, only eight years after Prince Henry's death. A trade in gold was quickly established. A treaty of commerce was concluded with the Chief of Elmina, and a gold mine at Abrobi, near Komenda, was opened up. The Portuguese, who were determined to retain a monopoly of this trade, obtained from the Pope in 1482 a Bull granting them all the islands already discovered and all future discoveries in Guinea.

The Portuguese established their first settlement at Elmina in 1482. The fort was built of materials specially brought from Portugal. The determination of the Portuguese to keep this coast to themselves has resulted in an absence of records of this period.

There is evidence of early Spanish interlopers at about this time.

Next upon the scene—flouting the authority of the Pope—were the English, who arrived in the middle of the 16th century. It is possible that English seamen made voyages to the coast in the reign of Edward I but the evidence is far from conclusive. The earliest extant records are those of the voyage of Thomas Windham and Antonio Anes Pinteado, who, in 1553, traded east and west of Elmina and continued as far as the Benin River. There were other voyages, but, partly through the strenuous opposition of the Portuguese and partly through the opening up of Sierra Leone, English trade with the Gold Coast lapsed for the time being. By 1497 the Portuguese were actively engaged in the slave trade, in which England did not share until 1562, when Hawkins carried away the first human cargo of slaves.

The first recorded appearance of the Dutch was in 1595, and their first lodge was built in 1598 at Mouree. Others soon followed. They shortly began to challenge the Portuguese, and, in 1637, they made a successful attack on Elmina Castle, after an earlier attempt had failed. In 1642 they captured Axim and so brought to an end the effective occupation of the Gold Coast by the Portuguese.

Meanwhile active English interest revived, but was of little effect until 1631 when the fort at Kormantin and lodges at several places along the coast were built.

At a date which cannot now be determined but is supposed to have been about 1623, Ursu Lodge was built by the Portuguese at Christiansborg. It was occupied in 1645 by the Swedes who were driven out by the Danes in 1657. The latter built most of what is now Christiansborg Castle and Government House.

The Portuguese bought back the fort from a rebel Dane in 1679 but were soon forced to resell to the Danes.

Cape Coast Castle—probably built by the Swedes in 1652—was confirmed in English possession, after several changes of ownership, on the conclusion of peace with Holland in 1667. During the next century, both Dutch and English built a number of forts along the coast.



*The Early History of Ashanti*

Although there is evidence in support of the tradition of a common origin with the Fantis, the Ashantis are nevertheless, to-day, a distinctive people. Wedged between the multitudinous small and independent indigenous political entities of the Colony and the Northern Territories, the Ashanti Nation forms the largest unified group of people in the Gold Coast. From small beginnings these people gradually extended their power and authority, both by diplomacy and by force of arms, until many of the surrounding tribes at one time or another owed allegiance to them and for a time became tributary provinces of Ashanti.

The secret of early Ashanti successes was in the nation's resolve to live, in the words of Sir Garnet Wolseley (later Lord Wolseley), "under a stern system of Spartan military discipline, ruthlessly enforced by one lord and master, the King". The Ashantis built up a splendid military organisation and they were rarely defeated. The first mention of these people by Europeans on the coast refers to their victory over the Denkeras and the Akims in 1699 or 1700.

*The Nineteenth Century*

The history of the nineteenth century is dominated by the increasing European penetration and consequent clashes with Ashanti. The Ashantis came into contact with the British for the first time in 1806, when, during a war with the Fantis, they penetrated to the coast. The Ashantis captured Fort Kormantin from the Dutch and then attacked the British at Anomabu, but were beaten off. A further Ashanti-Fanti war took place in 1810 but did not involve Europeans. A third war in 1814-15 was settled by the efforts of the Governor of Cape Coast Castle. In 1817 the British sent a Mission to Kumasi, a treaty was signed and a British Resident posted there. In 1821, 14 years after the abolition of the slave trade, the British settlements on the Gold Coast—till then under Company rule—were transferred to the Crown and placed under the Government of Sierra Leone.

Meanwhile, in 1820, a fresh treaty was signed with the Ashantis but repudiated by the Governor of the Colony. In 1822 the Governor-in-Chief, Sir Charles MacCarthy, visited the Gold Coast from Sierra Leone and decided to take measures to crush the Ashantis. The decision was fatal and resulted in his own death in action in January, 1824. Five months later the Ashantis advanced to within five miles of Cape Coast Castle, but returned north in 1825. They re-invaded the coastal territories in 1826 but were heavily defeated at Dodowa. In 1828 the Imperial Government decided to withdraw from the coast but changed their minds and, in place of complete withdrawal, handed over control to a committee of local and London merchants. In 1830 the Committee appointed Mr. George Maclean as Governor. He materially increased the authority and prestige of the British and, by sitting with the Chiefs on their courts of justice, introduced a measure of western influence into local affairs. In this way he was able to modify, when necessary, the harshness and inequalities of Akan customary law. He abolished slave trading in the area under his control and attempted—with a varying degree of success—to put an end to human sacrifice.



At the same time he entered into negotiations with a view to making peace with the Ashantis, and, after protracted and patient efforts, succeeded in 1831. As a guarantee of observance of the terms, two Ashanti princes were surrendered to British custody for six years, and a deposit of 600 ounces of gold was made. The princes were sent to England for education and attended Queen Victoria's Coronation.

The Crown resumed control of the Gold Coast in 1843 and once again placed it under the Government of Sierra Leone. British authority was extended in the following year by the conclusion of a bond with the Fanti Chiefs by which they acknowledged British power and jurisdiction and arranged for criminal offences to be tried by British law. The successful negotiation of this bond was no doubt due to the personality and ability of Maclean, who, on the Crown's assumption of administration from the company, had become Judicial Assessor and Magistrate under the Lieutenant-Governor, Commander Hill, R.N.

In 1850 the Gold Coast was separated from Sierra Leone and given a constitution which provided for government through Executive and Legislative Councils. In the same year all Danish possessions on the coast were purchased by the British and handed over without incident and without objection by the African populations.

In 1852 Governor Hill convened and presided over a general meeting of Chiefs and elders, who thereupon constituted themselves a Legislative Assembly. Their first major legislation was the Poll Tax Ordinance which, for the first time in the history of the British connection, admitted the right of the African inhabitants to British protection, and provided for the payment through the Chiefs of a tax of 1s. a head each year. Annual stipends were to be paid to the Chiefs.

The imposition of the tax was not as well received as had been hoped and attempts to collect it were discontinued after it had been in force for some 12 years. The Ordinance was not repealed until 1886.

In 1853 courts were established by law, with the British settlements under a Chief Justice. Their functions were extended to the remaining territory under British administration—then known as the "Protected Territories"—in 1856. The first attempts at local municipal administration, made at this time, proved a failure.

An Ashanti army had again invaded the Protectorate in 1853 but had been recalled to Kumasi without a shot being fired. Another war began in 1863 and the Ashantis gained victories at Essikuma and Bobikuma, thereafter returning to Kumasi. Preparations were made for an invasion of Ashanti but the Imperial Government ordered action to be abandoned and again considered complete withdrawal from the coast. In the event, the Gold Coast was re-united to Sierra Leone under a Governor-in-Chief. Administration was facilitated by some mutual exchange of forts by the Dutch and British, but the Africans who found themselves thus transferred to Dutch administration took strong exception to the exchange. They formed themselves into the Fanti Confederacy and the Dutch country remained in a state of turbulence until their forts were handed over to Great Britain in 1872.

Meanwhile the Ashantis were at war with the Krepis and in the course of these hostilities, captured a German missionary family and a French factor. Efforts to secure the release of these prisoners were unsuccessful. When the Ashantis again invaded the Gold Coast in 1873, Sir Garnet Wolseley was appointed Governor and Commander-in-Chief and immediately began a campaign against the Ashantis. The



latter were forced to retreat and the British forces pressed on, secured the release of the prisoners, defeated the Ashantis in two further battles, burnt the town of Kumasi and returned to the coast. A Treaty of Peace was concluded and the Ashantis asked to come under the Colonial Government but their request was refused. Frequent requests for the posting of a British Resident were rejected.

After this war, the Gold Coast and Lagos were created a single and separate Colony. In 1886 the Gold Coast and Lagos were divided and since that date the Gold Coast has remained a distinct Colony.

A rebellion in the Volta River district in 1888 resulted in the murder of the District Commissioner and the subsequent punishment of the tribes concerned.

In 1890 British policy toward Ashanti was reversed and an offer of a protectorate was made. But the Ashantis had also reversed their policy: they refused the offer. The question was pressed but the Ashantis remained adamant, and sent an embassy to England. It was not received, and in 1896 another military expedition was despatched to Kumasi, arriving unresisted. Prempeh, King of Ashanti, and the Queen-mother were arrested and deported.

In 1897 the Northern Territories were constituted a separate protectorate with a Commissioner-in-Charge; the boundaries with French territory were delimited in 1898 and those with German territory in the following year.

### *The Golden Stool*

Ashanti remained very unsettled after the deportation of the King but might well have been pacified but for one fatal blunder. The most treasured possession of the Ashanti Nation is the Golden Stool. To Ashantis it is more than a symbol of the unity of the people under the authority of the King. It is regarded as the repository of the soul of the nation and its preservation is a solemn duty to their ancestors, as much as to their posterity.

In 1899 Sir Frederic Hodgson conceived the idea of attempting to gain possession of the Stool and an unsuccessful search was made for it in the following year. The Governor then visited Kumasi personally and demanded the surrender of the Stool. A further search was started. In less than a week the Ashantis rose in arms and the Governor and his garrison were besieged in Kumasi. The Governor and his party escaped and the garrison which remained, after anxious months, was finally relieved and the Ashantis subdued.

The construction of a road in 1921 resulted in the removal of the Stool from its hiding place to a house in a nearby village. There certain Ashantis, including a guardian of the Stool, stripped it of its gold and ornaments and began to sell them. They were caught. The Chief Commissioner, following the advice of Captain Rattray, a District Commissioner, who had made a study of Ashanti history, assembled the Kumasi Chiefs and informed them that the Government made no claim whatever to the Stool. He handed over the offenders for trial by the Chiefs.

This action eventually resulted in the repaired Golden Stool being brought out of hiding and it features prominently to-day in the official celebrations of the Asantehene, the Chief to whom Ashanti owes allegiance and the successor of Prempeh who was exiled in 1896.



1900-27

The progress of the country during the first quarter of the present century was steady. In 1901 Ashanti was formally annexed and in 1902 the boundaries between the three territories of the Gold Coast were defined. The laws of the Colony, with certain modifications, were applied to Ashanti and the Northern Territories.

It is noteworthy that, at the time of the annexation of Ashanti, Great Britain waived her claim, which as a conquering power she was entitled to exercise, to proprietary rights over the lands of Ashanti. This claim could not be subsequently asserted, but the event has not been without significance to the future of land disputes, litigation and indebtedness in the area.

The establishment of peaceful conditions enabled increasing attention to be paid to occupations which were likely to prove beneficial to the community. Not least amongst such occupations has been the farming of cocoa. The success with which this activity has been pursued is shown by the figures of cocoa production. After the first shipment of 80 lb. of beans in 1891, shipments for the years 1892-1926 totalled over 2,000,000 tons, of which just over half was shipped in the last five-year period, 1922-26 inclusive. The average annual shipments are given in the following table :—

	<i>Five-year Period</i>						<i>Average annual shipment tons</i>
1892-96	...	...	...	...	...	...	12
1897-01	...	...	...	...	...	...	329
1902-06	...	...	...	...	...	...	4,771
1907-11	...	...	...	...	...	...	20,934
1912-16	...	...	...	...	...	...	58,306
1917-21	...	...	...	...	...	...	118,290
1922-26	...	...	...	...	...	...	205,858

The price of cocoa fluctuated considerably. The best year during the period covered by the above table was 1920 when cocoa exports were valued at over £10,000,000. The following year they were down to £4,750,000, gradually rising to £9,180,000 in 1926. In 1927 the value of cocoa exports was £11,727,566 or 81·72 per cent of the total value of all exports.

Other production also increased during these years. Diamond exports which started in 1920 with 102 carats valued at £365, rose to 461,000 carats valued at over £500,000 in 1927. Exports for the whole period 1920-27 were valued at over £1,000,000, Manganese exports started in 1916 with 4,274 tons at £11,315 and rose to over 400,000 tons valued at nearly £700,000 in 1927, by which date the total value of the year's exports had reached £3,305,586.

Gold mining has a longer history, but it was not until 1880 that the use of machinery was attempted. Lack of transport led to the abandonment of these early attempts, but machine mining was resumed after 1895. Reliable records of production before 1903 do not exist. From 1903 to 1927 6,250,000 fine ounces, valued at over £26,500,000, was produced.

The presence of bauxite and oil were known but no attempts were made at working or exporting them.



Meanwhile road and rail communications were rapidly developed. The line from Sekondi to Tarkwa was constructed between the years 1898 and 1901. Obuasi was reached in 1902 and Kumasi in 1903. A line from Accra to Nsawam was opened in 1910; Mangoase was reached in 1913, Koforidua in 1915, and Tafo in 1917. Construction from both Kumasi and Tafo resulted in the completion of the through line, Accra to Sekondi *via* Kumasi, in 1922. Branch lines were constructed at various times during these years. The only branch line of more recent date is the Awaso-Dunkwa line, built for bauxite transport during the Second World War.

Executive and Legislative Councils were reconstituted in 1916 and the latter again in 1925. Provincial Councils were also established.

The 1925 constitution marked an important step forward in the progress of the country towards self-government and was the appropriate preliminary to a greater advance in 1946. For thirty years unofficial members had been nominated to the Legislative Council but their number was increased in 1916, when three Europeans and six Africans (of whom three were Paramount Chiefs) became members. The 1925 constitution introduced, for the first time, the elective principle, and increased the unofficial representation to 14 out of a council of 29 members. Of the 14 unofficial, nine were Africans. Of these, three were elected by the municipalities of Accra, Cape Coast and Sekondi. The remaining six were elected by the three newly established Provincial Councils of Colony Chiefs. The constitution of such bodies as electoral houses represented an attempt to adapt modern democratic principles and progressive administration to African conditions. The Chiefs hold their position and authority only so long as they are maintained by the will of the majority of the people and they, as representatives of the people, were now to elect members of the Legislative Council.

Municipal government had been introduced in three towns by 1928. Education was rapidly spreading, under both Mission and Government aegis, and there was continual improvement in all the Services of Government.

Land problems have long assumed great importance in the Gold Coast. They were tackled by the West African Lands Commission of 1912, but its report, though printed, was tentative and was not published or implemented. Recent developments are referred to elsewhere in this report.

The contribution made by the Gold Coast to the First World War was by no means unimportant. The Northern Territories supplied almost the whole of the fighting force which served first in West Africa, taking Togoland in August, 1914, and later in East Africa. Togoland has been under British and French administration ever since then, but the division between the two Powers for the duration of the war was considerably modified for the purposes of the 1919 Mandates, when Great Britain lost Lome.

The Prince of Wales and Princess Marie Louise paid visits to the country in 1925, the latter reaching the Northern Territories.

Nana Prempeh, back from banishment to the Seychelles, was enstooled as Kumasihehene in 1926. Legislation introduced during the following year provided for the maintenance of traditional authority and customs in Native Administration, both in Ashanti and in the Colony. Stool treasuries were established in Ashanti under this legislation.



The period closed with the tragic passing in 1927 of a great African—Dr. Aggrey—who had rendered long and conspicuous service to his country and to Africa. He rose to the post of Assistant Vice-Principal of the Prince of Wales School and College, Achimota, which had been formally opened only six months before his death. The college provided a continuous course of primary and secondary education, was later developed to include post-secondary and higher education with degree courses in Engineering, and ceased to provide primary education during the of war 1939-45. Another outstanding event of the close of this period was the opening by Sir Gordon Guggisberg of the large modern Gold Coast Hospital near Accra.

#### 1928-39

Takoradi Harbour, which has since become the economic gateway of the country, was built during the Governorship of Sir Gordon Guggisberg and opened by the Right Honourable J. H. Thomas, P.C., M.P., in 1928.

Through this harbour has flowed a large percentage of the export trade of the country. An indication of the fluctuations of that trade is given by a glance at some of the figures for the period. The export of cocoa was steady between 225,000 tons in 1928 and 263,000 tons in 1938. In only two years did export figures fall outside that range—in 1930 only 191,000 tons were exported but 1936 produced 311,000 tons. The drop in the figure for 1930 was due to an embargo placed on exports by the Gold Coast and Ashanti Cocoa Federation in an attempt to force up the price. There was a further hold-up in the 1937-38 season. Over these years the price showed a considerable variation. The value of this export was highest in 1928 at £11,230,000. Thereafter there was a steady fall until 1934, when the value was only just over £4,000,000 followed by a rise to 1937 (nearly £10,000,000) and a heavy drop in 1938 to £4,500,000.

The slump years also affected the Government reserves which dropped from just over £4,000,000 in 1928 to £2,500,000 in 1932 thereafter rising steadily to nearly £5,500,000 in 1939. These figures include all reserve funds and the balance of assets over liabilities. The Public Debt during these years showed little variation from £11,791,000 in 1928 to £11,435,000 in 1939. It rose temporarily to £12,961,000 in 1931 when a loan was obtained for extensions to Takoradi Harbour.

The trends noticeable in cocoa prices and in Government finance were, not unnaturally, repeated in the total trade of the territory, which varied from over £26,000,000 in 1928 to under £13,000,000 in 1934, rising steeply to nearly £35,500,000 in 1937 and falling to just over £23,000,000 in 1938.

The slump years involved considerable curtailment of development measures, but improvement in the standard of normal Government services, especially health and education, was maintained. There was also steady progress in Native and local Administration. Native Treasuries were established successfully in the Northern Territories, whilst Town Councils and other local authorities increased in number and in authority.

In 1931 Achimota was placed under a Council and at that time had 460 students of whom five were doing University Courses, and a further 157 were undergoing teacher-training.





Two Elected Members of Legislative Council—Chiefs.







In 1933 the new Supreme Court building was opened at Accra—it remains one of the finest and most prominent structures of the town. New Courts were established by Ordinance in 1935, when a new code of criminal procedure was also introduced.

Considerable sums were expended on road and airport construction, the installation of pipe-borne water supplies and of electricity supplies in the main towns and on the extension of a large number of Government services. The anti-rinderpest immunisation scheme eliminated rinderpest and, more recently, pleuro-pneumonia in cattle has been suppressed by the use of vaccine produced at Pong-Tamale in the Northern Territories, where the bulk of the live-stock is to be found.

#### 1939-46

On the 22nd June, 1939, Accra experienced a serious earthquake, the most disastrous in the history of the Gold Coast. It caused extensive damage to property ; but, fortunately, the death roll was light, 16 persons being killed. Extensive relief measures were carried out at once and new housing schemes have subsequently been inaugurated by Government.

In September the outbreak of war brought pledges of service and support from all parts of the country and recruiting was brisk. The armed forces, until then under local control, were taken over by the War Office which also assumed responsibility for the bulk of the expenditure they involved, the Gold Coast making, however, an annual contribution of £182,000 towards this cost. With the fall of France, compulsory service Regulations were introduced in 1940. Recruiting was suspended in 1945. Altogether, over 65,000 Gold Coast Africans served in the armed forces during the war. In addition, there were 2,300 Europeans and Africans in the Home Guard. Other civil defence measures were organised. Gold Coast troops saw service in Abyssinia, North Africa and Burma and by 1943 they had earned a creditable number of decorations. Ground staff was provided by the West African Air Corps for the Royal Air Force base established at Takoradi. It was at this base that large numbers of planes for the battles in the Western Desert were assembled for the journey to Nigeria and onwards to Khartoum and North Africa.

In 1942, the West African Governors' Conference which had been reorganised on the outbreak of war, was superseded by the West African War Council, set up under the chairmanship of Viscount Swinton who was appointed Resident Minister of Cabinet rank in West Africa. The four Governors were members of the Council and it dealt with a wide range of subjects before its last meeting early in 1945. In that year, the post of Resident Minister was discontinued and the West African Council was formed, with the Secretary of State as Chairman and the four Governors as members. A permanent Secretariat for the Council was established in Accra, Sir Gerald Creasy, K.C.M.G., now Governor of the Gold Coast, being its first Secretary.

Late in 1941, Sir Alan Burns, G.C.M.G., succeeded Sir Arnold Hodson, K.C.M.G., as Governor of the Gold Coast. Sir Alan Administered the Government of Nigeria during the early part of 1942. He retired in 1947.

In 1943 a memorandum setting out proposals for changes in the Constitution was submitted to the Government by members of the Joint Provincial Council of the Colony and of the Ashanti Confederacy



Council and by Municipal Members of the Legislative Council. This memorandum initiated a series of consultations with African political leaders and with the Secretary of State which led to the grant by His Majesty of the new Constitution of 1946. It was welcomed with much enthusiasm. The former Legislative Council, which made laws for the Colony only and which included a majority of *ex-officio* and nominated members, was replaced by the present body which legislates for both the Colony and Ashanti and contains a majority of elected African members. The occasion of the first meeting of the new Council on the 23rd July, 1946, was marked with dignified ceremony and it was enhanced by the visit of the Asantehene to Accra—the first peaceful visit of any ruler of Ashanti to the Colony. The constitution of the new Legislative Council is described in more detail in Chapter 3.

During the war, various controls were introduced, including extensive measures to co-ordinate the economy of the Gold Coast with that of the Empire in general. In 1942 a full-time Director of Supplies for the Gold Coast was appointed. Special attention was devoted to the local production of food and other products, and, on the whole, there were few serious shortages throughout the war. After hostilities had ceased, however, shortages of building materials, foodstuffs and textiles developed and the supply of consumer goods is still so short that, coupled with the high price of cocoa, it creates some danger of inflation.

Cocoa production was maintained at approximately pre-war level throughout the war; but since 1943 the industry has been gravely threatened by the spread of “dieback” or “swollen shoot” disease. Large-scale control measures have been adopted and research was pushed forward at the West African Cocoa Research Institute at Tafo.

The war gave a new impetus to the timber and the mining industries. The demand for timber for export and for home use was greater than ever before, and the continuing world-wide shortage promises a long period of prosperity for the industry. The exploitation of the rich resources of the Gold Coast forest was by no means uncontrolled, steps having been taken to ensure that this important asset would not be exhausted.

The output of bauxite and manganese ore and of industrial diamonds was increased considerably under the pressure of war-time needs. The production of gold which had shown a steady increase in the early war years fell off owing to the shortage of machinery and materials. Some recovery has been effected. The value of all minerals exported continued to increase.

There was much planning for the development of social services during the war years and considerable progress was made in applying these plans, in spite of the paramount war effort. Sir Alan Burns gave much encouragement to all the “social service” Departments and the Colonial Development and Welfare Acts of 1940 and 1945 were a stimulus to which there was a ready response.

The Medical Department was handicapped by shortage of staff and also, at first, of drugs. Nevertheless, a high standard of efficiency was maintained in both the medical and health services. Alterations and additions were made to numerous hospitals and a large new hospital was built at Cape Coast. A mass treatment campaign against yaws was begun in the Northern Territories. Anti-malarial drainage schemes were carried out in Takoradi and Accra by the Services,



including the United States Army, and by Government. Special enquiries were made into nutrition and the incidence of tuberculosis, phthisis and silicosis. The anti-trypanosomiasis campaign in the Northern Territories was continued. Outbreaks of cerebro-spinal meningitis and of smallpox gave some concern and demanded large-scale attention. Buildings for new schools for nurses and for sanitary inspectors were begun in 1946 and students continued to be sent to the United Kingdom under the Government Medical and Dentistry Scholarships schemes. A successful International West African Medical Conference was held at Accra in November, 1946.

The Public Works Department gave very substantial assistance to the Forces and it made important improvements and extensions in the piped water supplies for the larger towns. A new Water Supply Department was established and it devoted most of its attention to much needed improvements in the Northern Territories.

A Town and Country Planning Ordinance was enacted in 1945 and Sekondi-Takoradi ; Cape Coast and Accra were the first planning areas to be established in accordance with this Ordinance.

There was a great advance in the field of education. Following the adoption of the recommendations of the Education Committee, 1937-41, a statutory Central Advisory Committee on Education was established to advise the Education Department and, through it, Government on all matters concerning education and the development of facilities for it. Its membership included representatives of the Education Department, the Native Authorities, Mission education, the Gold Coast Teachers' Union, and the education of women and girls. Outstanding members of the community who had special knowledge of, and interest in, education affairs were also included. This Committee did much valuable work, not the least of its achievements being the maintenance and strengthening of co-operation among the numerous organisations, official and non-official, which were responsible for education administration.

In addition, District Education Committees, with a membership analogous to that of the Central Advisory Committee on Education, were established throughout the Colony and Ashanti. Their function was advisory and their recommendations were considered by the Native Authorities, the Education Department and the Administration. They achieved notable success in the task of ensuring an orderly development of facilities for primary education in accordance with local needs and the financial resources of the country and, in particular, those of the Native Authorities.

Steps were taken to ensure a great increase in the output of teachers, particularly for the infant-junior schools which provided the six-year basic course of the education system.

A three-year survey of the needs of the Colony and Ashanti and of existing facilities for primary education was made by the Education Department in co-operation with the Native Authorities and the reports on these surveys were referred to District Education Committees for their information and guidance in advising on development.

Plans for the improvement and extension of facilities for secondary and for technical education were initiated. Three new secondary schools for girls were established,



The Elliot Commission's report on higher education in West Africa was published in 1945 and in July, 1946, the Secretary of State's views on the "central problem of university development" were communicated to the West African Governments in a despatch which was published as a Sessional Paper. The Secretary of State favoured the establishment of a single University College at Ibadan and for the Gold Coast he envisaged a Territorial College at Achimota with the concentration in it of a variety of studies of a vocational character at a post-secondary standard. He was willing to concur with the introduction of post-Intermediate studies in Arts and Science at Achimota alongside the teacher-training department, should the College authorities wish such development in the hope that, later, the foundation could grow into an institution of higher education.

In August, 1946, as the result of a resolution in the Legislative Council, the Bradley Committee on higher education in the Gold Coast was appointed by the Governor and in November it reported emphatically in favour of the development of the University Classes at Achimota into a University College.

An efficient Labour Department was built from the single labour exchange which existed at the beginning of the war and with it came improved labour conditions, more up-to-date labour legislation and the systematic organisation of labour on modern Trades Union lines. The first Union to be registered was the Western Province Motor Drivers' Union, but the most important was the Railway Civil Servants' and Technical Workers' Union, a representative of which attended the World Trades Union Conference in 1944.

In May, 1945 a Demobilization and Resettlement Committee was established and by the end of the year 23 Resettlement Advice Centres had been opened.

In 1945 the Colony became a single administrative unit under a Chief Commissioner. In the same year, the Native Authority and the Native Courts (Colony) Ordinances were enacted and together with the Native Administration Treasuries Ordinance they facilitated a very great advance in local government in the Colony. By the end of 1945, for example, the excessive number of 280 Native Tribunals was reduced to 148 Native Courts; 42 Native Authorities and Administrations representing 61 States had organised Treasuries and imposed levies and 26 States had voluntarily formed themselves into confederacies. Government grants acted as a great spur to the Native Authorities, in the Colony, Ashanti and the Northern Territories alike, in increasing their revenues from direct taxation. There was a marked general tendency to spend a greater percentage of available resources on social services and a less percentage on administrative charges. The total estimated revenue of the Native Authorities in the financial year 1946-47 was £638,000.

A new Accra Town Council Ordinance gave that Council an elected majority as from the 1st April, 1944. A Kumasi Town Council was formed in the same year and Cape Coast was given an elected majority in 1945. The amalgamation of Sekondi and Takoradi as a single municipality was also effected.

There were many important developments in other fields—in the work of voluntary and other agencies (such as the Missions and Churches, the Red Cross and the British Council) and in the work of Government Departments concerned with the administration of



justice, police, prisons, roads, rail and postal communications, public works, land, administration and printing. Progress was remarkable, in view of depleted staffs, shortage of materials and greatly increased responsibilities.

A most significant feature of the period was the increasing devolution of responsibility by Government upon Africans, both in central and local government, and the extensive use of their experience on many advisory bodies. At the same time, scholarships schemes were introduced for the training of Africans for senior appointments in the Civil Service and in 1946, 115 Government scholars were undergoing courses in the United Kingdom at universities and other institutions.

War-time budgets aimed principally at maintaining public services simultaneously with promoting the war effort. After 1940-41, when there was a slight deficit, due to a generous grant and an interest-free loan to the United Kingdom, additional revenue was consistently found to meet the mounting expenditure caused by rising costs, direct war effort and expansion of the Government Departments owing to war demands and the improvement of social services.

Income Tax was introduced in 1944. Budget surpluses after 1940-41 were :—1941-42—£576,746 ; 1942-43—£211,556 ; 1943-44—£168,469 ; 1944-45 — £1,341,989 ; 1945-46 — £1,158,171 ; 1946-47 — £964,027. Government's reserves rose to some £5,700,000.

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## CHAPTER III

### ADMINISTRATION

#### *The Governor and the Executive Council*

The Gold Coast is administered on behalf of the Crown by the Governor assisted by an Executive Council constituted by Letters Patent and Royal Instructions dated the 7th March, 1946. The Executive Council consists of the Colonial Secretary, the three Chief Commissioners (of the Colony, Ashanti and the Northern Territories), the Attorney-General, the Financial Secretary, and the Director of Medical Services, together with Appointed Members who at present number four—three unofficials (Africans) and one official (European).

#### *The Political Administration*

For administrative purposes the Gold Coast comprises three areas, the Colony, Ashanti and the Northern Territories, each being administered on behalf of the Governor by a Chief Commissioner.

The Colony was divided into three provinces until 1944 when the number was reduced to two. During 1947 the decision was taken to abandon the division into provinces during the ensuing year. The Southern Section of Togoland under United Kingdom Trusteeship is administered as part of the Colony.

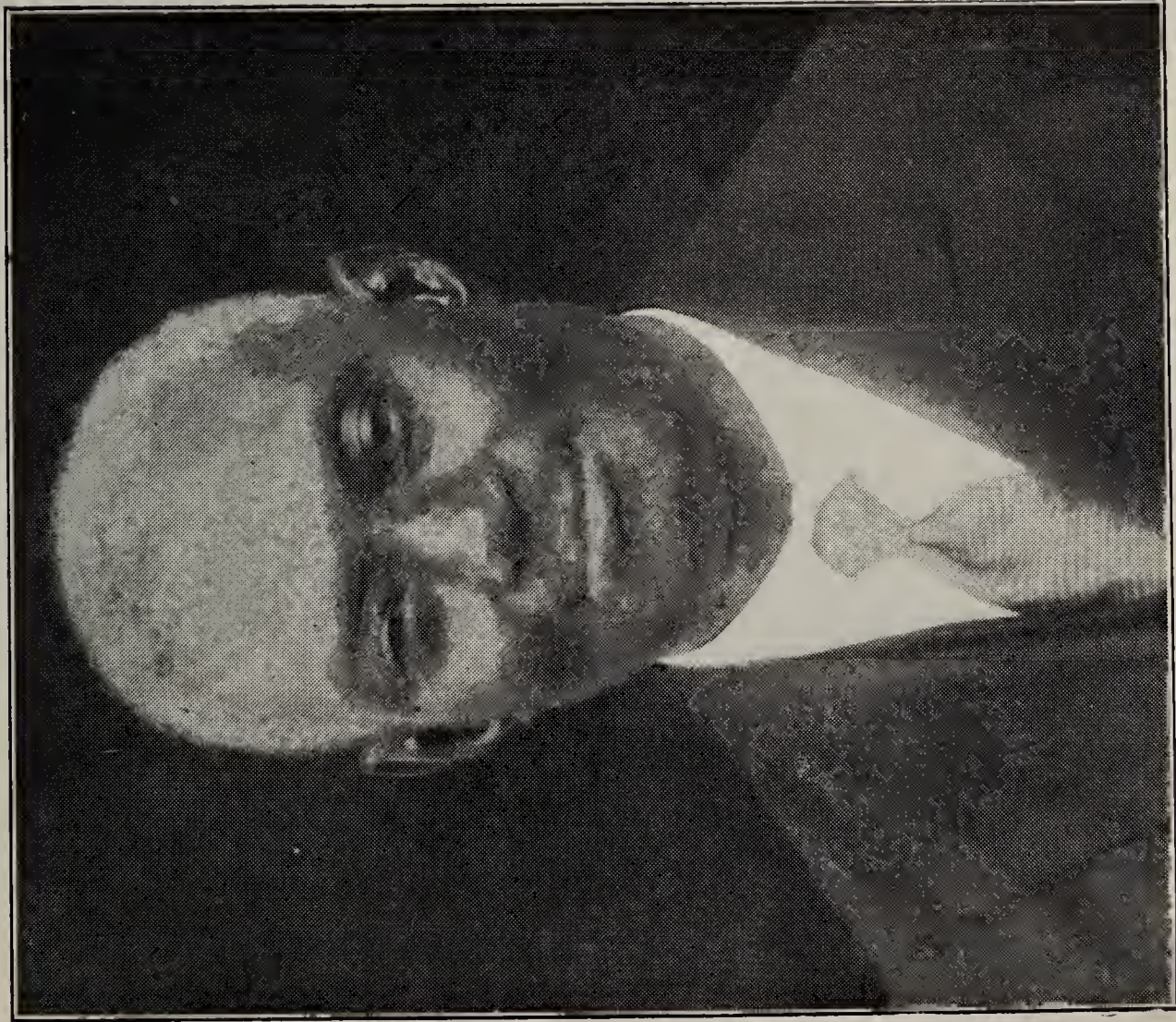
Each of the three areas—the Colony, Ashanti, and the Northern Territories (which area includes the Northern Section of Togoland under United Kingdom trusteeship)—is divided into districts, each in charge of a senior District Commissioner or District Commissioner responsible to the Provincial Commissioner (in the Colony) or to the Chief Commissioner.

During 1946 and 1947 the administration was reorganized by the amalgamation of some districts with the object of ensuring that a senior officer should be in charge of each district and that there should be less interruption of continuity through the necessity of providing frequent leave reliefs.

#### *The Legislative Council*

The Governor is empowered to enact Ordinances for the Colony and Ashanti with the advice and consent of the Legislative Council constituted by the Gold Coast Colony and Ashanti (Legislative Council) Order in Council, 1946. If the Governor considers that it is expedient in the interests of public order, public faith or good government that any Bill should be introduced, or any Motion proposed, and if the Council fails to pass such Bill or Motion, the Governor may by declaration order that such Bill or Motion shall have effect. These special powers have not been used. The Governor also has full powers in matters of staff.





Two Elected Members of Legislative Council—Non-Chiefs.







The Legislative Council consists of a President appointed by the Governor, or, if no such appointment has been made, of the Governor himself as President ; six ex-officio members, who are those who serve on the Executive Council with the exception of the Director of Medical Services ; eighteen elected members, of whom nine represent the Colony and are elected by the Joint Provincial Council, four represent Ashanti and are elected by the Ashanti Confederacy Council, and five represent the municipalities of Accra (two), Cape Coast, Sekondi-Takoradi, and Kumasi (one each) ; and six members nominated by the Governor. The nominated members at present include representatives of the Chambers of Commerce and of Mines, the Chairman of the Methodist Church of the Gold Coast, a representative of the ex-Servicemen and two others.

Legislation for the Northern Territories is enacted by the Governor. This is often effected by extending the operation of laws enacted by the Legislative Council to the Northern Territories, but in certain matters it is necessary for the Governor to enact separate legislation.

The 1946 Constitution of the Gold Coast differs from the previous Constitution mainly in that Ashanti is brought into the Legislative Council which had formerly had jurisdiction only over the Colony : and in that there is a majority of elected members. There had hitherto been an official majority. The Gold Coast is the first Colony in tropical Africa to be granted a Legislative Council with an elected unofficial majority.

Elections for this new Council were held in June, 1946.

A Standing Finance Committee of the Legislative Council and an Education Advisory Committee play a major part in the planning of Government policy and form an important link between Government and the people in financial and educational matters.

### *Area Councils*

Each Province of the Colony has a Provincial Council which deliberates on matters affecting the welfare and interests of persons in the Provinces. From time to time the Joint Provincial Council meets to discuss similar matters. This Council has a Standing Committee of twelve (six from each Provincial Council), which meets in Cape Coast once a quarter. All bills which are being introduced into the Legislative Council are referred first to the Joint Provincial Council for its views and comments.

In Ashanti the old Confederacy was restored in January, 1935, when a Native Authority, known as the Ashanti Confederacy Council, was constituted under the Presidency of the Asantehene. In May, 1947, its membership was increased to allow for greater representation of the more populous Divisions. In addition to its power to elect the four Ashanti members of the Legislative Council, the Confederacy may make Orders and Rules and may keep a Treasury. All these powers are exercised. The most important Order passed in 1947 was designed to ensure that cocoa should be planted only on suitable ground and that indiscriminate clearing for new cocoa farms should not be permitted. The Confederacy Council Treasury is in a flourishing state ; its main source of revenue is an annual tax of 2s. per man and 1s. per woman for the Ashanti National Fund ; the money



is collected by the Divisional Native Authorities which retain one-third of this revenue. In 1946-47, the Confederacy Council's income was £10,717 and its expenditure was £8,994 (£7,136 of which was on Education).

In December, 1946, a Northern Territories Territorial Council was formed. Although it is expected that it will develop on the lines of the Colony and Ashanti Councils, its functions are at present only deliberative and advisory and it has no legal status.

The second session of this Council was held in December, 1947, at Tamale and well indicated the seriousness with which the members of local governments appreciate the need to develop the Protectorate in all fields. The technique of debate appeared to be easily acquired by Chiefs and others practised in the conduct of Native Authority conferences.

### *Municipal Councils*

In each of the towns of Accra, Cape Coast, and Sekondi-Takoradi there is established a Town Council with an unofficial majority of elected members. Kumasi Town Council has an equal number of elected and nominated members.

The Sekondi-Takoradi Council was established only in 1946, although Sekondi had had a Town Council with an official majority for 42 years. The Cape Coast constitution was also revised during 1946 so as to provide an unofficial majority. The Accra and Kumasi municipal bodies are, in their present form, also only a few years old.

Each Council is invested with powers and duties to carry out the usual municipal services.

The revenue of these Councils is derived principally from town rates and various licence fees, supplemented by annual grants from Government.

The following are comparative statements of Revenue and Expenditure for the four Town Councils for 1946-47 :—

						<i>Revenue</i>			<i>Expenditure</i>		
						£	s.	d.	£	s.	d.
Accra	...	...	...	...	...	205,582	0	0	204,978	0	0
Sekondi-Takoradi			...	...	...	32,629	9	11	34,291	5	7
Cape Coast	...	...	...	...	...	13,447	7	10	13,309	2	11
Kumasi	...	...	...	...	...	103,726	0	0	109,194	0	0

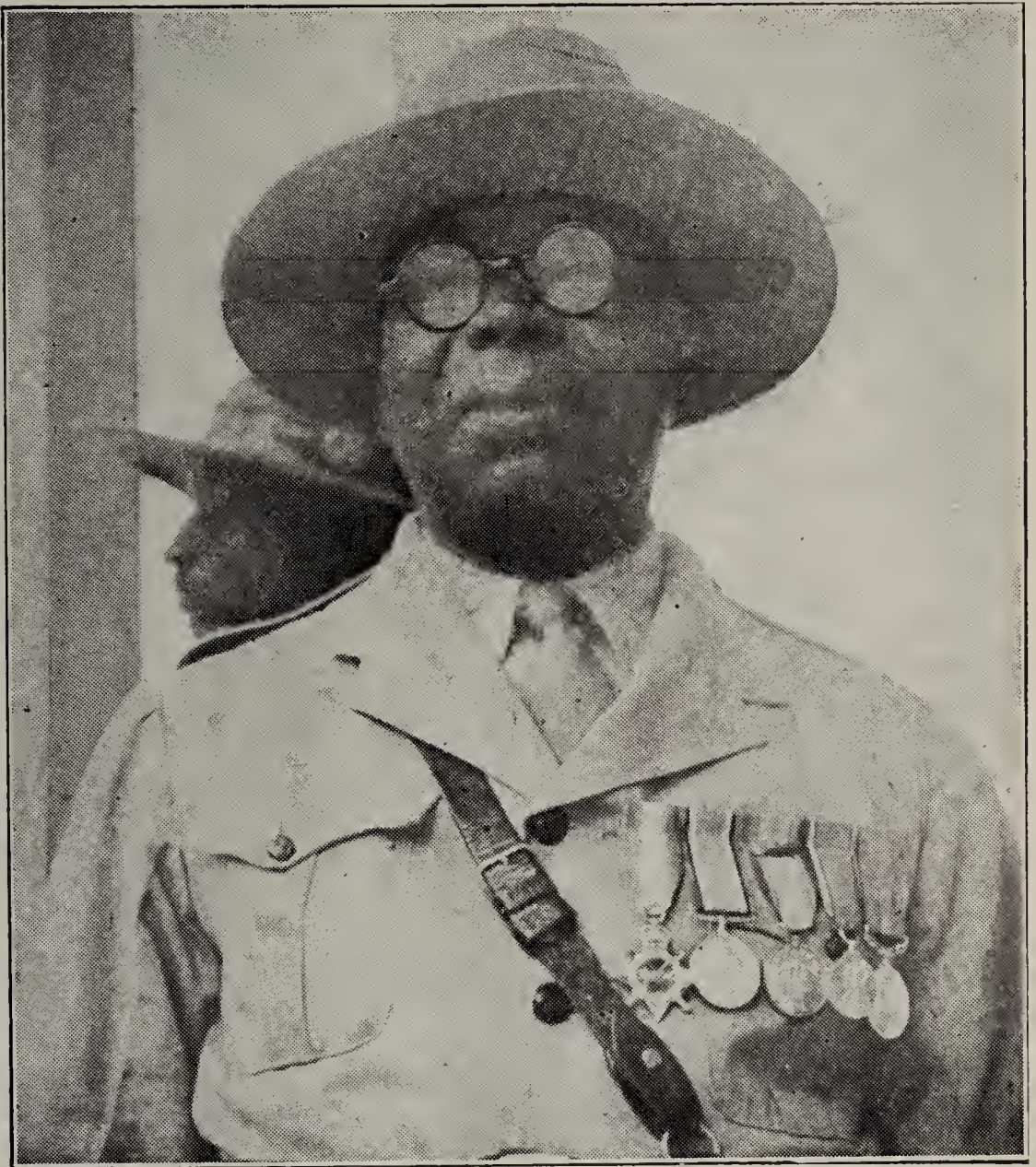
There is a statutory Sanitary Board in the Ashanti mining town of Obuasi which had a revenue and expenditure in 1946-47 of £13,064 and £11,353 respectively.

Sanitary Committees with advisory functions have also been established in other of the smaller towns.

### *Native Administration*

In all parts of the Gold Coast local government, apart from the municipalities, is in the hands of Native Authorities and subordinate Native Authorities. These are normally traditional bodies whose powers have been given legal force by Government recognition. They therefore consist mainly of Chiefs, who are invariably assisted in their





The ex-Servicemen's representative on Legislative Council.







respective spheres of authority by councils of elders and sub-chiefs, who are, generally speaking, representatives of the various sections of the community. The Chiefs and elders usually owe their position to heredity according to family groups and to election by the representatives of their people. The Government does not interfere in the selection of Chiefs but controls only the appointment of Statutory Native Authorities.

The Native Authorities are charged with the maintenance of law and order in their areas of jurisdiction and with the general welfare of their people. They are subject to the close supervision and guidance of Administrative Officers. They are empowered to make bye-laws, including those for the imposition of an annual rate and for the payment of fees for lorry parks, market sheds and other local services.

Lack of adequate financial resources and control has hitherto proved the greatest obstacle to the successful working of Native Authorities, particularly in Ashanti and the Colony. In the Northern Territories local government was not attempted until 1932 and from the start was built up on a firm foundation of good accounting and regular taxation. Until recent years, however, many Native Authorities in the Colony and Ashanti had long histories of political instability and ineffective control of public funds. One of the results of this was that almost all the local revenue was spent on administration and the repayment of debts incurred in political disputes. Little remained for expenditure on social and development services and it is not surprising that people were reluctant to pay any taxes.

In recent years, however, and particularly following the enactment of the Native Authority (Colony) Ordinance in 1944, Government has taken a firmer hold in the control of Native Authority Treasuries. During 1946 a detailed survey of treasuries in the Colony has been made with a view to improving the system of accounting and drawing up a set of Accounting Instructions. During 1947 arrangements were made for the Government Audit Department to assume responsibility for the audit of Native Authority Treasuries at the beginning of the financial year which starts on 1st April, 1948.

The people have responded to Government's lead. States are realising the advantages of amalgamation on federation in order to produce bigger financial units and reduce overhead charges. As anticipated in the 1946 report, during 1947 the States of Wassaw Fiasi, Wassaw Amenfi and Mpoho formed themselves into a Wassaw Confederacy. These three states originally had separate Native Authorities and their federation brings the total of Confederacies in the Western Province up to eight. There were also four new Native Authorities established during the year at Shama, Effutu, Edina and Bibiani, bringing the total number of Native Authorities in the Colony to 47. In Ashanti four more Chiefs were recognised as Divisional Chiefs—that is, they and their Divisions are subordinate only to the Ashanti Confederacy Council. There are now 25 Divisions in the Confederacy; and there are three independent Native Authorities in Ashanti which are not within the Confederacy's orbit.

Few States now lack established treasuries. The confidence of the people—and of Government—in Native Treasuries is growing, with the result that an ever-increasing amount is paid yearly by the



people in annual rates and there is a big increase in Government grants to local authorities. The result is that more money is available for expenditure on social and development services. In Ashanti in 1946-47, 43 per cent of expenditure by Native Authorities was accounted for by the cost of administration. Government, for its part, is setting aside £100,000 for each of the next ten years as a grant-in-aid to Native Authorities. The total grant to be made to each Native Authority is not to exceed the amount collected by that authority in direct taxation in the preceding financial year or spent by that authority on approved development works from its own resources, whichever is the less.

In 1946-47 the grant was £87,380 ; in 1947-48 it is £120,000.

The system of local Government in the Northern Territories is based on the Native Administrations, of which there are 12 including the two Confederacies of Lawra and Kassena-Nankani. These in turn are divided into 80 subordinate Native Authorities including the two embryo municipalities of Bawku and Bolgatanga, each of which is a subordinate Native Authority. Tentative measures are also being taken to inaugurate municipal government in Tamale.

In Prang alone is the Native Administration not based on the indigenous population, which numbers only a few hundreds, but on the Hausa and other "stranger" population which numbers several thousands, the "strangers" control the cattle trade from North to South on which the prosperity of Prang wholly depends. In all other cases local government has been developed from the historical political structure wherever possible. The use of the ballot box in the election of members of local government bodies has been introduced with success in some areas.

#### *Native Authority Treasuries*

The following figures illustrate the financial position of the Native Authority Treasuries. Further details will be found in Part II, Chapter 3, and in Appendix IX.

	Actual Revenue	Estimated Revenue	Actual Expendi- ture	Estimated Expendi- ture
	1946-47	1947-48	1946-47	1947-48
	£	£	£	£
Colony ... ..	373,974	478,489	366,375	474,754
Ashanti ... ..	264,500	309,255	235,476	329,285
Northern Territories	139,808	157,529	136,823	162,142
Totals ...	778,282	945,273	738,674	966,181





A paramount Chief at a customary festival.









Trooping of the Colour by the Gold Coast Regiment.







## CHAPTER IV

## WEIGHTS AND MEASURES

British standard weights and measures are used.

The duties of inspecting and testing of weights and measures were carried out by European Police Officers who are qualified Inspectors of Weights and Measures. In addition, African Inspectors and Sub-Inspectors have been appointed Deputy Inspectors of Weights and Measures.

In the course of these inspections 911 weighing machines and sets of weights were tested during 1947 by the Inspectors and one was rejected.

The revenue collected in respect of these inspections amounted to £43.

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## CHAPTER V

## NEWSPAPERS AND PERIODICALS

The following is a list of newspapers and periodicals published in the Gold Coast. All are in English with the exception of Aman-suon, which is published in Fanti :—

## DAILY EXCEPT SUNDAY :

*The Spectator Daily*, Accra.

*The African Morning Post*, Accra.

*The Daily Echo*, Accra.

*The Ashanti Pioneer*, Kumasi.

## TWICE WEEKLY :

*The Ashanti Times*, Obuasi.

## WEEKLY :

*The Gold Coast Independent*, Accra.

*The Gold Coast Observer*, Cape Coast.

*Amansuon*, Cape Coast.

*The Star of West Africa*, Cape Coast.

*The Gold Coast Bulletin* (published by the Public Relations Department, Accra).

## FORTNIGHTLY :

*Dux*, Elmina.

*Ewe News-letter*, Accra.

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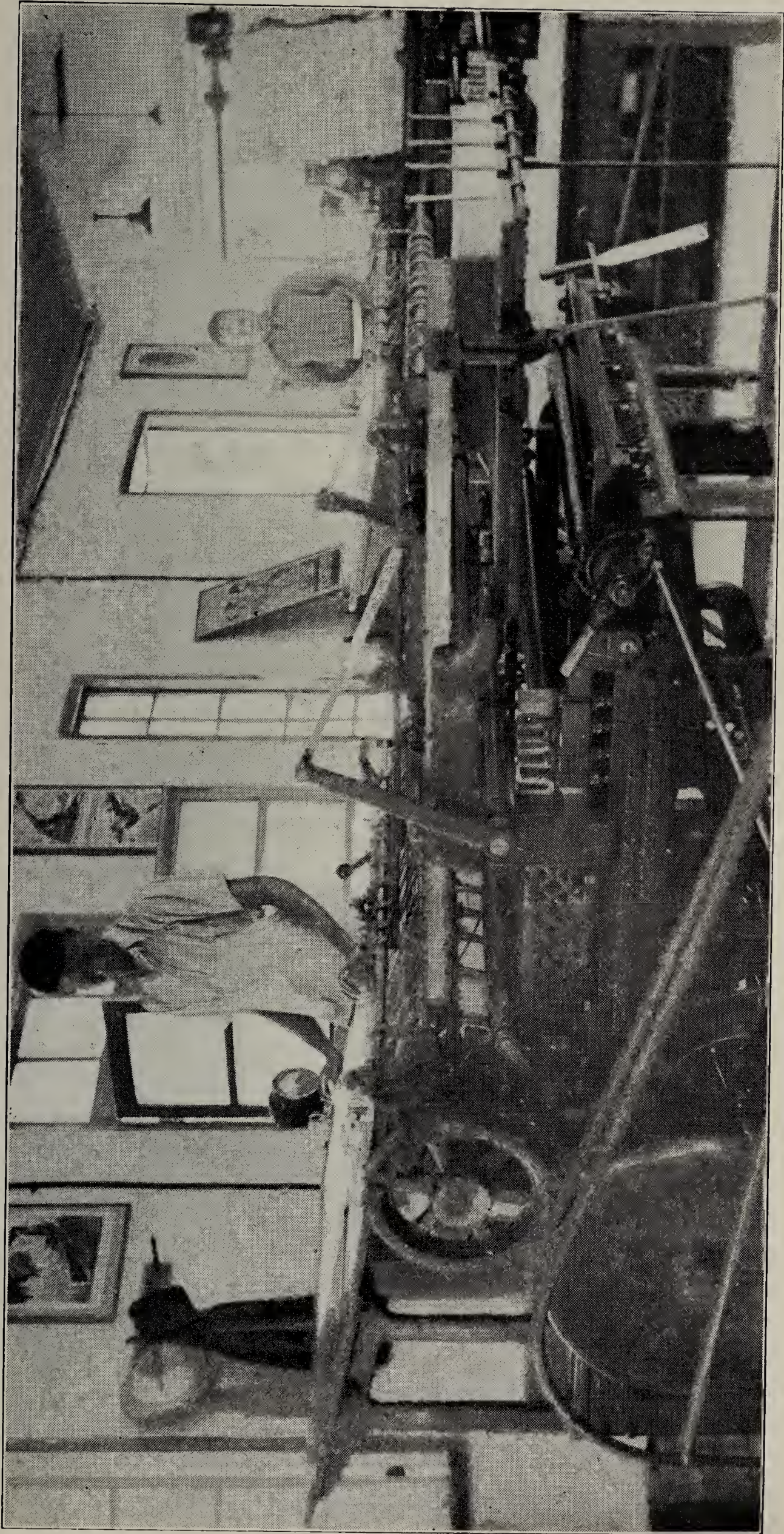
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65. Nowell. *Report of the Commission on the Marketing of West African Cocoa*. Cmd. 5845 (1935).

66. Pim. *Economic History of Tropical Africa*. Oxford, 1940.

67. Rattray, R. S. "A Wembley Idol". An interesting study of an Ashanti Girl on her first visit to London. *Blackwoods*, March, 1926.

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70. Rattray, R. S. "The First Flight in a 'Moth' to the Gold Coast". *Blackwoods*, June, 1929.

Captain Rattray flew from Croydon to Accra and returned to Kumasi. He entered the Gold Coast at Navrongo, landed at Tamale, Accra and Kumasi. The first solo flight to and in the Gold Coast; but not the first aeroplane seen on the coastline. The description of his landing at Kumasi is of real historical importance.

This article was reproduced in *Gold Coast Review*, Vol. V, No. 1.

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74. Redmayne, Paul. *The Gold Coast Yesterday and To-day*. London, 1938.
75. Reindorf, G. C. *History of the Gold Coast*. Basel, 1895. Based on traditions and historical facts comprising a period of more than three centuries from about 1500 to 1860. The author was African pastor of the Basel Mission, Christiansborg, Accra.

76. Ricketts, Major. *Narrative of the Ashantee War*. 1833.

Major Ricketts took part in the war against Ashanti when Sir Charles MacCarthy was killed and in the events immediately subsequent to that disaster.

77. Roberts, J. (Governor of Cape Coast Castle). *Extracts from an account of the state of the British Forts on the Gold Coast taken by Captain Cotton of His Majesty's ship "Pallas" in May and June, 1777, to which are added observations by John Roberts, Governor of Cape Coast Castle*. London, 1778.
78. Sampson, Magnus. *Gold Coast men of affairs*. London, 1937.
79. Sarbah, J. M. *Fanti Customary Laws*, 1904.
80. Shephard, Prof. C. Y. *Report on the Economics of Peasant Agriculture in the Gold Coast*. Accra, 1936.
81. Smith, Wm. *Thirty different draughts of Guinea*. ca. 1728. Of the 30 pictures, plans, etc., 18 concern the Gold Coast. Under each cut there is a short description of the place represented.
82. Smith, Wm. *A New Voyage to Guinea*. London, 1744.

The author was sent out to the Coast of Guinea by the Royal African Company in 1726 "to survey and make draughts of their settlement". The draughts appeared earlier, probably in 1728, and this work contains his full report and is additionally import as it discusses and criticises the more famous work of Bosman (see No. 11).

83. Smith, E. W. *The Golden Stool*, 1927.
84. Smith, E. W. *Aggrey of Africa*. London, 1929.



85. Thompson, T. *An account of two missionary voyages by the appointment of the Society for the Propagation of the Gospel in Foreign Parts : the one to New Jersey in North America, and the other from America to the Coast of Guinea.* London, 1758. Appears also in Kochler's *Sammlung neuen Reisebeschreibungen*, 1767.

The author was the first missionary sent by the Society for the Propagation of the Gospel from England to the Gold Coast and this book is concerned chiefly with his work in that country.

86. Ward, W. E. "Problems in Gold Coast History". *Gold Coast Review* Vol. II, 1926 pp. 37-52.
87. Ward, W. E. *A Short History of the Gold Coast.* Written specially for schools and founded on the standard works. London, 1945.
88. Welman, C. W. *The Native States of the Gold Coast.* 1930.
89. Westermann, D. A. "Visit to the Gold Coast". *Africa*, Vol. I No. 1, 1928.
90. Wight, Martin. *The Gold Coast Legislative Council.* London, 1947.
91. Wolseley, F. M. Sir Garnet. *The Story of a Soldier's Life.* 1903.
92. Yzendoorn, P. Van. *De Goudkust.* Hague, 1814.

On page 15, the following description of cocoa in the Gold Coast occurs :—

De Cacao-Boom. Deze vindt men alhier mede in over vloed, komt nog met minder moiste op dan de koffij, geeft vokmeerder vrucht, en minder moeilijk in de inzarneling. De boter of olij van de cacao is ook zeer nuttig voor de huishouding.

The Cacao-tree. This is also found here in abundance, it grows with even less trouble than coffee gives even more fruit, and is less difficult to reap. The fat or oil of cacao is also very useful in housekeeping. (It is thought that the reference may be to the coconut, which was frequently referred to as "cacao".)

93. *Report on Legislation governing the alienation of native lands in the Gold Coast Colony and Ashanti*, by H. C. Belfield, 1912.
94. The West Africa Cocoa Commission 1938-39. *Technical Reports*, 1943. Printed for the Leverhulme Trust.
95. *Report on Cocoa Control in West Africa 1939-43 and Statement of Future Policy.* Cmd. 6554 (1944).
96. *Report of the Commission on the Civil Services of British West Africa*, by Sir Walter Harragin, Chief Justice, Gold Coast. Col. No. 209. Accra, 1946.
97. *Progress Report* for the period ending 31st December, 1946, on the Ten-year Plan of Development and Welfare.
98. Papers relating to Native Administration Ordinance. 1927-28—*Sessional Paper No. 13.*
99. Despatches relating to Shea-nut Industry in Northern Territories. 1929-30—*Sessional Paper No. 11.*
100. *Customs relating to the Tenure of Land.* Official report 1895.
101. *Report of the Commission on the marketing of West African Cocoa.*
102. *The Gold Coast Handbook*, 1937.
103. Annual Reports, Gold Coast Government.

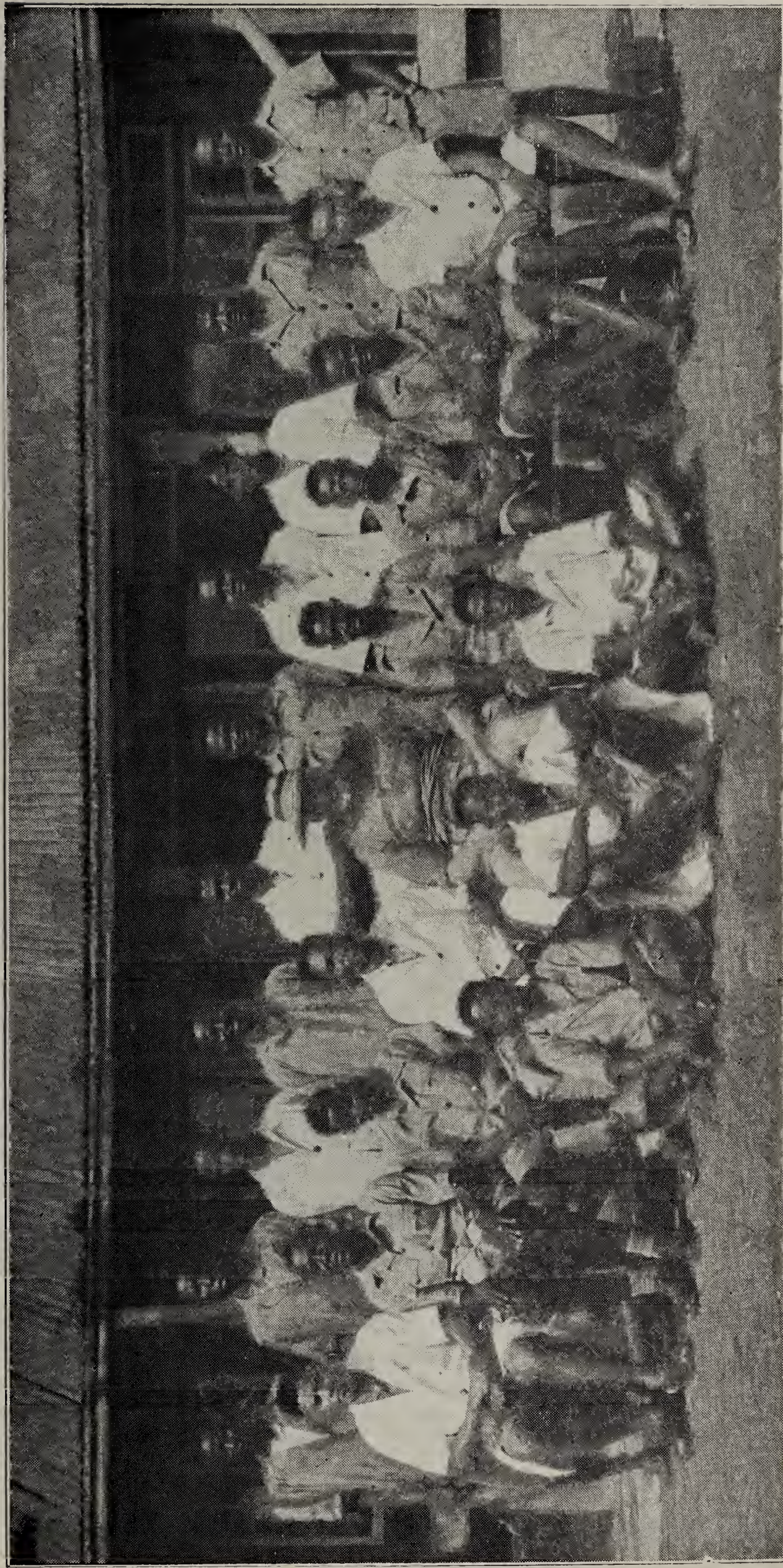


# APPENDICES









The Animal Health Department Staff at Pong Tamale.







## APPENDIX I

## OCCUPATIONS AND WAGE-RATES

Occupation or Industry	Approximate Number of Wage-earning Employees	Normal hours of work per week	Minimum Wage-rates of Unskilled labour <i>per diem</i>	Remarks
(a) <i>Cocoa Farming</i> ...	210,000	No Standard hours worked but total estimated not to exceed 48.	The remuneration of the farm labourer, having regard to the value of food and accommodation provided by the employer, is equivalent to a wage of 2/- <i>per diem</i> .	95 per cent employed on contract; either profit sharing or a fixed amount for the season. The remaining 5 per cent are casual daily-paid workers.
(b) <i>Mining</i> ...	38,000	45	2/- surface 2/6 under-ground.	Bonuses paid for many categories of workers.
(c) <i>Transportation</i> ...				—
(i) Railways ...	6,000	45	2/9	This minimum wage applies to the smaller transport firms only.
(ii) Road ...	2,000	48	2/-	



APPENDIX I—*contd.*OCCUPATION AND WAGE-RATES—*contd.*

Occupation or Industry	Approximate Number of Wage-earning Employees	Normal hours of work per week	Minimum Wage-rates of Unskilled labour <i>per diem</i>	Remarks
(iii) Air ...	400	38	3/-	—
(iv) ...	2,000	48	2/8	Lighterage and Dock workers..
(d) Mercantile Firms ...	11,400	45	2/8	No particulars of small African and Asiatic firms.
(e) Timber ...	10,000	50	2/3	Much piece work done. Bonuses paid for certain categories.
(f) Building ...	4,000	48	2/3	—
(g) Road Maintenance	7,500	45	2/-	—
Total ...	291,000			



## APPENDIX II

## VOLUME OF WORK DONE BY NATIVE COURTS

Administration	Population (1931 census)	No. of Native Courts	No. of cases heard 1946-1947		Total
			Civil	Criminal	
Gold Coast Colony (including Southern Section of Togoland)	1,696,891 (including 125,529 in Southern Togoland).	213 (including 67 in Southern Togoland).	14,285	36,047	50,332
Ashanti      ...      ...      ...      ...	578,078	69	4,992	8,788	
Northern Territories. (including Nor- thern Section of Togoland).	885,417 (including 168,142 in Northern Togoland).	66	1,304	3,314	4,618



## APPENDIX III

## ORDINANCES ENACTED DURING 1947

Number	Short Title*
1.	The West African Cocoa Research Institute.
2.	The Railways (Amendment).
3.	The Industrial Schools and Institutions (Amendment).
4.	The Gold Mining Products Protection (Amendment).
5.	The Lunatic Asylums (Amendment).
6.	The Deputy Secretary for Native Affairs (Repeal).
7.	The Immigration.
8.	The Criminal Procedure Code (Amendment).
9.	The Temporary Increase of Pensions (European Officers and Widows and Orphans).
10.	The Temporary Increase of Pensions (Non-European Officers).
11.	The 1945-46 Supplementary Appropriation.
12.	The 1947-48 Appropriation.
13.	The Native Authority (Colony) (Amendment).
14.	The Native Authority (Ashanti) (Amendment).
15.	The Obuasi Sanitary Board (Amendment).
16.	The Gold Coast Cocoa Marketing Board.
17.	The Income Tax (Amendment).
18.	The Native Administration (Southern Section of Togoland under British Mandate) (Amendment).
19.	The Geological Surveys (Facilities) (Amendment).
20.	The Midwives (Amendment).
21.	The Diseases of Animals (Amendment).
22.	The Coroners (Amendment).
23.	The Prisons (Amendment).
24.	The Prevention of Crimes (Amendment).
25.	The Criminal Code (Amendment).
26.	The Lotteries (Repeal).
27.	The Income Tax (Amendment) (No. 2).
28.	The Motor Vehicles (Third Party Insurance).
29.	The Stamp (Amendment).
30.	The Rents (Control).
31.	The War Pensions (Amendment).
32.	The Radio-Active Minerals (Amendment).
33.	The Census.
34.	The Native Authority Police (Ashanti).
35.	The Diplomatic Privileges.
36.	The Town and Country Planning (Amendment).
37.	The Cocoa Industry (Regulation) (Amendment).
38.	The Gold Coast Industrial Development.
39.	The Harbours and Wharfage Dues (Amendment).
40.	The Customs.

\*The words "Ordinance, 1947" should be added to the end of each title given in this list to complete the correct short title.



## APPENDIX IV

COMPARATIVE TABLE OF CRIMINAL AND STATUTORY  
OFFENCES, 1944 TO 1947*(Exclusive of motor traffic offences)*

	<i>Year</i>		<i>Cases Reported</i>	<i>Cases Prosecuted</i>	<i>Persons Convicted</i>
1944	...	...	29,100	22,241	25,583
1945	...	...	31,925	22,890	26,401
1946	...	...	35,626	22,005	27,619
1947	...	...	36,975	21,740	33,829

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## APPENDIX V

## IMPORTS AND EXPORTS

## (I) IMPORTS

PARTICULARS OF THE QUANTITIES AND VALUES OF THE PRINCIPAL ARTICLES IMPORTED INTO THE GOLD COAST DURING THE TEN MONTHS PERIOD JANUARY TO OCTOBER, 1947

Articles	January to October, 1947	
	Quantity	Value
<b>CLASS I</b>	£	£
<b>FOOD, DRINK AND TOBACCO</b>		
Flour (Wheaten) ... cwt.	92,050	224,112
Milk ... .. „	15,653	111,835
Spirits :—		
Gin and Whisky ... gal.	87,545	114,075
Sugar ... cwt.	69,419	141,641
Tobacco :—		
Unmanufactured ... lb.	973,711	135,851
Cigarettes ... lb.	1,120,644	600,777
<b>CLASS II</b>		
<b>RAW MATERIALS AND ARTICLES MAINLY UNMANUFACTURED</b>		
Coal ... ton	68,955	199,920
<b>CLASS III</b>		
<b>ARTICLES WHOLLY OR MAINLY MANUFACTURED</b>		
<i>A—Textiles</i>		
Apparel, all kinds (a) ...	—	527,073
Bags and sacks (not including paper bags) No.	1,876,618	157,105
Cotton piece goods ... sq. yd.	32,401,441	3,394,773
Cotton, unenumerated (except apparel) (b)	—	486,181
Artificial silk piece goods (including handkerchiefs, not in the piece, but excluding pocket handkerchiefs) ... sq. yd.	1,868,993	314,928
<i>B—Metals</i>		
Electrical and telegraphic apparatus ...	—	207,437
Machinery and parts thereof :—		
Electrical and Industrial ...	—	381,572
Mining and gold dredging ...	—	679,207
Iron and steel manufactures (c) ...	—	1,055,281
Vehicles :—		
Rail :—		
Locomotive (steam, etc.) ... No.	6	7,992
Carriages, Wagons and trucks ... No.	643	176,425
Road :—		
Commercial motor vehicles and private cars (d) ... No.	1,784	749,077
Rubber tyres and tubes (e) ... No.	117,666	320,123



APPENDIX V—*contd.*IMPORTS AND EXPORTS—*contd.*(I) IMPORTS—*contd.*

Articles	January to October, 1947	
	Quantity	Value
<i>C—MISCELLANEOUS</i>		£
Cement ... .. ton	63,306	366,705
Chemicals ... ..	—	144,489
Medicines and drugs ... ..	—	239,365
Oils :—		
Fuel ... .. gal.	12,282,980	296,555
Motor spirit ... .. „	10,235,077	290,188
Perfumery ... ..	—	199,074
All other articles ... ..	—	4,820,823
Total Merchandise ... ..	—	16,342,584
Specie and Currency Notes ...	—	3,354,127
Total Imports—January to October, 1947	—	19,696,711

*Import—Complete Year 1947 (Partly estimated)*

Merchandise ... ..	20,779,154
Specie and Currency Notes ... ..	4,284,865
Total Imports—1947 ... ..	<u>25,064,019</u>

Notes.—The above figures are exclusive of imports overland and by post.

(a) Including boots and shoes of all kinds, slippers, cardigans, haberdashery and millinery, socks and stockings, hats, caps, bonnets and other headgear, singlets and shorts.

(b) Including velveteen, sewing thread, blankets, fents, handkerchiefs in singlets, towels and yarns.

(c) Including building and mining materials, sleepers, fishplates, spikes and rails.

(d) Including Omnibuses fire-engines, ambulances, tractors, chassis with engines and fitted tyres and private cars including cabs.

(e) Excluding tyres and tubes imported with complete vehicles or chassis or fitted on wheels separately imported.



APPENDIX V—*contd.*IMPORTS AND EXPORTS — *contd.*

## (II) EXPORTS

PARTICULARS OF THE QUANTITIES AND VALUES OF THE PRINCIPAL ARTICLES  
EXPORTED FROM THE GOLD COAST DURING THE YEAR 1947

Articles	1947	
	Quantity	Value
		£
Cocoa ... .. ton	162,111	10,279,356
Gold ... .. fine oz.	569,068	4,901,162
Diamonds ... .. carat	747,034	746,562
Manganese ore ... .. dry ton	588,918	2,233,039
Bauxite ... .. ton	95,898	306,874
Timber—Unmanufactured ... .. cub. ft.	5,737,779	1,607,504
Palm Oil ... .. ton	183	7,645
Palm Kernels ... .. ton	2,986	57,003
Copra ... .. ton	310	5,378
Rubber ... .. lb.	845,164	35,530
Kola nuts ... .. cental of 100 lb.	13,766	34,322
Hides and skins ... .. lb.	56,281	3,759
Lime juice ... .. gal.	335,273	33,754
Lime oil ... .. gal.	174	1,263
Other articles ... ..	—	123,540
Total Domestic Exports ... ..	—	20,376,691
Total Re-exports (including Specie and Currency Notes) ... ..	—	449,910
Grand Total ... ..	—	20,826,601

The above figures are exclusive of exports Overland and by Post.



## APPENDIX VI

## RAINFALL TABLES

(a) Rainfall in inches—1947

Station	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
Navrongo	—	0·06	—	0·06	2·09	4·92	7·82	2·19	5·94	2·35	—	0·04	25·47
Tamale	—	0·04	0·01	1·56	4·37	8·62	2·89	2·19	13·05	5·39	0·41	0·25	47·57
Kumasi	0·26	4·55	6·70	4·94	8·12	6·97	8·19	7·86	12·40	5·69	4·92	0·91	71·51
Konongo	—	2·64	4·99	4·19	7·91	7·31	2·68	6·37	23·06	8·14	3·61	2·68	73·58
Bibiani	0·18	4·47	3·12	5·35	8·13	7·04	8·71	8·56	8·45	5·29	2·92	0·46	62·68
Bondaye	3·47	5·17	5·54	8·15	10·46	10·51	3·83	9·80	11·12	*	13·17	0·97	82·9†
Aboso	4·25	3·56	4·87	4·18	10·66	8·05	3·44	8·90	9·82	7·65	5·77	3·40	73·55
Asuansi	1·28	1·89	6·90	2·02	7·69	1·71	3·95	4·13	5·09	5·76	5·12	2·44	47·98
Tafo	0·04	4·00	7·94	7·08	6·81	8·65	4·86	7·22	12·59	4·58	3·04	0·49	67·30
Koforidua	0·47	4·38	6·15	3·09	4·85	3·33	2·84	4·70	5·71	4·21	5·35	1·18	46·26
Aburi	0·02	2·76	7·74	4·35	7·61	4·18	1·25	4·60	10·23	3·76	4·39	3·02	53·91
Nsawam	0·01	3·55	9·17	4·82	6·07	4·13	2·65	2·95	4·26	4·04	6·75	1·27	49·67
Kpeve	0·45	2·55	6·51	3·22	4·63	5·57	5·94	9·48	10·20	6·21	3·46	0·76	58·98
Ho	0·70	4·00	4·63	3·30	7·73	5·37	3·93	15·43	12·11	5·21	2·33	1·77	66·51

\* No observation made.

† Record incomplete.



APPENDIX VI—*contd.*RAINFALL TABLES—*comtd.*(a) *Rainfall in inches—1947—contd.*

Station	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
							COASTAL BELT						
Takoradi	0.15	1.49	2.24	2.88	12.58	5.36	2.25	6.18	3.02	4.66	3.92	1.75	46.48
Saltpond	0.48	2.19	1.35	3.26	9.12	0.59	4.26	1.12	4.44	4.93	3.97	4.35	40.06
Akuse	0.90	0.91	5.08	4.57	7.01	2.13	5.70	2.93	5.40	1.23	5.38	1.77	43.01
Achimota	0.18	0.12	2.89	2.52	3.58	0.17	5.02	2.31	9.01	2.98	6.76	2.25	37.79
Accra	1.61	0.23	4.88	2.61	4.47	0.06	4.43	1.95	8.83	2.44	5.47	2.20	39.09
Keta	0.63	—	4.19	2.43	7.28	1.31	1.79	2.00	6.87	4.50	2.03	0.86	33.89
							SOUTH-WEST CORNER						
Axim	4.59	0.49	6.88	1.62	14.93	11.20	1.91	9.46	3.60	4.70	7.24	3.06	69.68



APPENDIX VI—*contd.*RAINFALL TABLES—*contd.*(b) *Number of rainy days—1947*

Station	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total
Navrongo	—	1	—	2	9	NORTH	9	12	16	6	—	1	69
Tamale	—	3	1	5	9		10	17	21	11	2	2	95
Kumasi	1	9	12	11	12	FOREST BELT	15	20	25	16	11	5	152
Konongo	0	6	9	8	10		17	15	23	14	11	6	130
Bibiani	2	9	10	10	12		19	24	28	15	13	3	160
Bondaye	3	8	15	14	14		23	26	24	*	14	8	167†
Aboso	4	9	16	11	13		21	28	25	18	13	10	184
Asuansi	4	5	12	5	10		12	23	22	14	13	8	143
Tafo	1	15	16	10	10		23	25	26	16	12	5	172
Koforidua	3	8	12	7	6		11	16	23	11	11	7	124
Aburi	1	3	15	7	8		10	22	22	11	12	10	133
Nsawam	1	9	15	6	7		8	7	13	8	8	4	92
Kpeve	2	10	11	9	7		16	19	19	13	9	2	129
Ho	2	8	8	11	8		18	25	23	16	9	4	146

\* No observation made.

† Record incomplete.

Note.—For the purposes of the above table, a rainy day is one on which 0·01" or more rain falls.







## APPENDIX VII

AFRICANS IN POSTS IN THE SENIOR SERVICE  
ON 31st DECEMBER, 1947.

Post	Appointed in 1947	Total at 31-12-47
Puisne Judge ... ..	—	3
Assistant Colonial Secretary ... ..	—	1
Assistant District Commissioner ... ..	—	3
Accountant, Accountant-General's Department ... ..	—	1
Agricultural Officer ... ..	—	2
Veterinary Officer ... ..	—	1
Auditor ... ..	—	2
Assistant Registrar of Co-operative Societies	—	3
Collector of Customs ... ..	1	7
Education Officer ... ..	1	5
Master, Government Technical School ...	1	1
Electrical Engineer ... ..	—	1
Labour Officer ... ..	—	3
Crown Counsel ... ..	—	1
Medical Officer ... ..	2	13
Dental Surgeon ... ..	—	1
Nursing Sister ... ..	1	1
Sanitary Superintendent ... ..	—	1
Assistant Superintendent of Police ... ..	—	2
Police Cadets ... ..	2	2
Engineer, Posts and Telegraphs ... ..	—	1
Senior Inspector, Posts and Telegraphs ...	1	1
Inspector, Posts and Telegraphs ... ..	2	8
Senior Assistant Controller of Posts ...	1	1
Assistant Controller of Posts ... ..	3	5
Accountant, Posts and Telegraphs ... ..	1	2
Assistant Superintendent of Stores, Posts and Telegraphs ... ..	—	1
Wireless Traffic Superintendent ... ..	—	1
Prison Superintendent ... ..	—	1



APPENDIX VII—*contd.*

Post	Appointed in 1947	Total at 31-12-47
Script Writer, Public Relations Department	1	1
Architect ... ..	—	1
Accountant, Public Works Department ...	—	1
Accountant, Gold Coast Railway ... ..	—	2
Assistant Storekeeper, Gold Coast Railway ...	—	1
Assistant Engineer, Gold Coast Railway ...	—	1
Assistant Locomotive Superintendent, Gold Coast Railway ... ..	—	1
Administrative Assistant, Secretariat ...	1	1
Town Planning Assistant ... ..	1	1
District Magistrate ... ..	—	5
Surveyor ... ..	—	1
Assistant Superintendent, Government Press	—	1
Total ...	19	92

*Note.*—Certain posts previously in the Senior Service were regarded as Junior Service posts during the year. The net increase in African holders of senior service posts was thus only 8 (From 84 to 92).



## APPENDIX VIII

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947  
TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48

HEAD OF REVENUE	Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
Customs and Excise	£ 2,484,161	£ 3,331,127	£ 3,489,093	£ 4,137,660
Harbour and Light dues	20,010	26,355	32,579	27,600
Direct Taxation	1,341,537	1,691,865	1,903,398	3,641,960
Licences, etc.	166,001	169,274	219,885	222,300
Fees of Court	826,213	757,035	703,413	717,420
Railway and Takoradi (1)	441,977	—	—	—
Posts and Telegraphs	217,945	247,760	289,803	289,960
Rents of Government Lands, etc.	46,403	31,969	55,573	137,690
Interests (2)	30,196	440,911	466,677	483,960
Miscellaneous	194,299	332,448	286,363	309,950
Total Ordinary Revenue	5,768,742	7,028,744	7,446,784	9,968,500
Land Sales	—	—	—	—
Special Receipts (3)	78,120	53	137	100
Colonial Development and Welfare Vote	18,107	142,416	119,936	263,660
Investments (4)	1,696	405	732	3,600
Total Extraordinary Revenue	97,923	142,874	120,805	267,360
Total Revenue	5,866,665	7,171,618	7,567,589	10,235,860

(1) Railway and Takoradi Harbour accounts were completely separated from the Colony's account as from 1st April, 1945.

(2) The Railway and Takoradi Harbour share of Public Debt charges, which was formerly deducted from Public Debt expenditure is now credited to revenue.

(3) Represents interests on Reserve Fund and Supplementary Sinking Fund. The Supplementary Sinking Fund was disposed of in 1944-45, and interest on Reserve Fund is now included under ordinary revenue.

(4) Represents profit and loss on sale of investments. Appreciation and depreciation (except on the Stamp Duty Reserve Fund) is adjusted through the General Revenue Balance Account.



STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947  
TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF REVENUE		Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
ORDINARY		£	£	£	£
Governor ...	...	10,409	10,627	11,055	12,360
Accountant-General ...	...	22,279	23,601	26,281	30,670
Accra Rehousing Scheme	...	8,410	21,169	—	—
Achimota College ...	...	56,809	59,353	65,490	88,140
Agriculture (General) ...	...	77,983	84,891	112,227	289,880
Agriculture (Produce) ...	...	14,562	14,858	16,023	
Agriculture (Cocoa Survey)	...	—	—	50,848	59,870
Air Services ...	...	5,015	5,206	14,183	
Animal Health ...	...	34,614	39,727	46,579	56,370
Audit ...	...	13,664	12,574	16,074	28,390
Broadcasting ...	...	18,658	20,416	24,600	30,090
Co-operation ...	...	14,434	13,569	15,709	22,790
Customs ...	...	179,131	121,738	150,531	197,780
Education ...	...	316,384	372,640	460,927	817,900
Electrical ...	...	—	—	—	249,390
Forestry ...	...	87,334	97,930	107,701	112,510
Geological Survey ...	...	9,067	8,528	7,609	13,970
Income Tax (West Africa)	...	6,260	2,639	3,780	19,190
Income Tax (Gold Coast)	...	—	6,322	9,152	



# APPENDIX VIII—*contd.*

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947 TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF EXPENDITURE		Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
ORDINARY— <i>contd.</i>					
Labour	...	7,950	13,728	20,576	26,720
Lands	...	18,991	20,807	30,456	35,300
Law Officers	...	7,985	9,079	9,141	12,470
Legislature	...	—	—	—	32,610
Medical (General)	...	254,105	267,101	312,545	} 621,280
Medical (Health)	...	196,574	196,850	214,933	
Medical (Laboratory)	...	6,667	6,751	7,316	
Medical (Nurses' Training)	...	2,285	4,158	5,719	
Military	...	182,623	183,343	182,630	182,630
Mines	...	7,578	8,799	7,670	9,510
Miscellaneous	...	155,540	186,697	354,855	1,716,360
Naval Volunteer Force	...	895	106	6	190
Pensions and Gratuities	...	329,577	349,586	378,404	394,920
Police	...	222,541	247,203	250,488	330,730
Political Administration	...	129,260	139,701	151,898	169,820
Posts and Telegraphs	...	222,120	245,993	270,846	363,910
Printing	...	55,185	43,922	63,682	111,610
Prisons	...	71,256	94,587	100,997	132,890



APPENDIX VIII—*contd.*

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947  
TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF REVENUE		Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
		£	£	£	£
ORDINARY— <i>contd.</i>					
Public Debt Charges (1) ...	...	72,940	425,325	425,749	426,600
Public Relations ...	...	—	—	14,397	25,920
Public Works Department ...	...	287,155	350,637	305,764	278,870
Public Works Annually Recurrent ...	...	437,369	502,650	568,651	525,460
Secretariat ...	...	32,007	32,587	40,421	62,040
Social Welfare and Housing ...	...	4,269	6,631	22,002	42,420
Subventions ...	...	7,662	8,110	64,952	248,340
*Supplies and Controls ...	...	—	—	—	13,170
Supreme Court ...	...	47,563	55,224	58,735	71,710
Surveys ...	...	53,239	59,670	58,192	70,680
Temporary Water Supply ...	...	8,075	34,781	32,799	17,330
Transport ...	...	55,818	56,516	73,132	116,860
Vital Statistics ...	...	7,414	7,931	8,583	11,890
Total Ordinary Expenditure ...	...	3,759,656	4,474,261	5,174,388	8,181,540

(1) Formerly shown as a net figure after deducting Railway and Takoradi Harbour share. The latter is now brought to account as revenue, and expenditure on Public Debt Charges is shown in full.

\* Formerly included in War Expenditure.



# APPENDIX VIII—*contd.*

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947 TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF REVENUE					Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
EXTRAORDINARY					£	£	£	£
Governor ...	...	...	...	...	—	156	199	500
Accountant-General ...	...	...	...	...	3,698	5,645	4,207	550
Achimota College ...	...	...	...	...	—	—	10,000	—
Agriculture (General) ...	...	...	...	...	38,891	34,838	18,380	} 20,150
Agriculture (Produce) ...	...	...	...	...	53	12	8	
Agriculture (Cocoa Survey)	...	...	...	...	—	—	6,022	} 8,408
Air Services ...	...	...	...	...	801	15	1,233	
Animal Health ...	...	...	...	...	377	639	3,534	10,640
Broadcasting ...	...	...	...	...	400	400	—	3,870
Co-operation ...	...	...	...	...	170	—	—	—
Education ...	...	...	...	...	17,658	5,117	6,241	17,050
Electrical ...	...	...	...	...	—	—	—	541,580
Forestry ...	...	...	...	...	139,985	99,616	—	—
Geological Survey ...	...	...	...	...	—	—	665	—
Labour ...	...	...	...	...	—	—	—	3,600
Local Loans ...	...	...	...	...	—	—	29,500	2,800
Medical (General) ...	...	...	...	...	—	883	—	} 53,950
Medical (Health) ...	...	...	...	...	13,724	12,053	21,280	
Police ...	...	...	...	...	3,439	3,323	1,638	1,800



APPENDIX VIII—*contd.*

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947 TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF EXPENDITURE		Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
EXTRAORDINARY— <i>contd.</i>					
Political Administration	...	£ 4,115	£ 3,077	£ 6,142	£ 11,300
Posts and Telegraphs	...	28,112	13,261	3,758	9,540
Printing	...	—	1,926	1,422	16,600
Prisons	...	—	1,451	—	480
Public Relations	...	—	—	731	9,040
Public Debt Charges	...	44,519	—	—	—
Public Works Department	...	226,123	128,362	277,887	623,040
Railway (General)	...	—	378,617	—	—
Railway Capital Works	...	9,171	—	—	—
Railway Electricity Supply	...	91	—	—	—
Takoradi Harbour Capital Works	...	8,622	—	—	—
Temporary Water Supply	...	321	3,231	5,057	11,200
Total Extraordinary Expenditure	...	540,310	692,690	397,904	1,346,170
SPECIAL					
War Expenditure	...	226,639	349,971	162,292	—
West African Institute	...	67	—	—	—
Local Loans	...	7,500	—	—	—
Investments	...	438	71	—	—
Transfer to Special Funds	...	—	—	—	1,000,000
Total Special Expenditure	...	234,644	350,042	162,292	1,000,000



# APPENDIX VIII—*contd.*

STATEMENT SHOWING THE ACTUAL REVENUE AND EXPENDITURE FOR THE YEARS 1944-45 TO MARCH, 1947 TOGETHER WITH THE REVISED ESTIMATES FOR 1947-48—*contd.*

HEAD OF EXPENDITURE		Actual 1944-45	Actual 1945-46	Actual 1946-47	Revised Estimates 1947-48
DEVELOPMENT					
Agriculture ...	...	—	14,301	55,421	34,810
Broadcasting ...	...	—	6,329	7,034	16,080
Education ...	...	—	108,398	223,727	320,560
Electricity Scheme ...	...	—	37,366	71,381	99,960
Health ...	...	—	35,517	45,363	57,840
Housing ...	...	—	81,603	145,895	152,200
Nutrition ...	...	—	10,766	3,385	9,360
Posts and Telegraphs ...	...	—	13,670	21,040	53,680
Roads and Bridges ...	...	—	111,024	104,111	86,010
Social Welfare ...	...	—	18,875	18,525	28,120
Water Supply ...	...	—	949	12,452	75,500
Miscellaneous ...	...	—	84,064	187,222	790,930
Total Development ...	...	—	522,862	895,556	1,725,050
TOTAL EXPENDITURE ...	...	4,534,611	6,039,855	6,630,140	12,252,760



APPENDIX VIII—*contd.*

## ANALYSIS OF STATEMENT OF ASSETS AND LIABILITIES

The following table gives an analysis of the statement of assets and liabilities at 31st March, 1947 :—

(a) Total Liabilities	...	...	...	...	£10,085,795 13 0
<i>Deduct Investments earmarked to meet liabilities :—</i>					
General Reserve Fund	£1,513,998	12	3		
Post Office Savings Bank	2,654,629	15	10		
Special Funds	...	...	225,534	2 11	
					<hr/>
					4,394,162 11 0
Cash required to meet liabilities	...	...			5,691,633 2 0
					<hr/>
Cash required to meet liabilities	...	...			5,691,633 2 0
(b) Total Cash Balance	...	...	...	...	4,122,156 7 8
					<hr/>
Net cash required to meet liabilities				...	1,569,476 14 4
					<hr/>
(c) The General Revenue Balance Account is made up as follows :—					
Surplus Assets Invested and Investment Suspense	...	...	...	...	6,222,734 17 0
Loans to Imperial Government on account of Savings Certificates	...	...	...		221,276 14 3
Advances and Sundry Balances	...	...			800,166 9 10
					<hr/>
					7,244,178 1 1
Less net cash required to meet liabilities as above	...	...	...	...	1,569,476 14 4
					<hr/>
					5,674,701 6 9
					<hr/>
(d) Colony's Reserve as follows :—					
General Revenue Balance Account	...				5,674,701 6 9
General Reserve Fund	...	...	...		1,500,000 0 0
Loan to Imperial Government (not shown in Balance Sheet)	...	...	...	...	800,000 0 0
					<hr/>
					£7,974,701 6 9
					<hr/>



## APPENDIX IX

## NATIVE AUTHORITIES

STATEMENT SHOWING THE ACTUAL REVENUE AND  
EXPENDITURE FOR THE FINANCIAL YEARS 1944-45  
TO MARCH, 1947 TOGETHER WITH THE ESTIMATES  
FOR 1947-48

## REVENUE

Territory	Actual 1944-45	Actual 1945-46	Actual 1946-47	Estimates 1947-48
	£	£	£	£
Colony ... ..	*	293,194	373,974	478,489
Ashanti ... ..	109,926	167,035	264,500	309,255
Northern Territories	105,036	132,652	139,809	157,529
Total ... ..		£592,881	£778,283	£945,273

## EXPENDITURE

Territory	Actual 1944-45	Actual 1945-46	Actual 1946-47	Estimates 1947-48
	£	£	£	£
Colony ... ..	*	287,829	366,375	474,754
Ashanti ... ..	87,207	137,576	235,476	329,285
Northern Territories	93,267	120,877	136,816	162,142
Total ... ..	—	£546,282	£738,667	£966,181

\* Figures for 1944-45 in respect of the Colony are not available.



APPENDIX IX—*contd.*

## COLONY NATIVE AUTHORITIES

STATEMENT SHOWING THE ACTUAL REVENUE AND  
EXPENDITURE FOR THE YEARS 1945-46 AND 1946-47  
TOGETHER WITH THE REVISED ESTIMATES FOR THE  
YEAR 1947-48

Head of Revenue	Actual 1945-46	Actual 1946-47	Estimates 1947-48
	£	£	£
1. Annual Rate ... ..	68,382	87,375	132,104
2. Native Courts ... ..	51,867	59,282	67,815
3. Lands ... ..	65,201	78,042	101,210
4. Fees and Tolls ... ..	73,071	62,071	77,040
5. Licences ... ..	—	13,534	15,537
6. Interests ... ..	867	918	845
9. Miscellaneous ... ..	12,075	6,684	13,626
8. Grant-in-aid ... ..	12,112	65,876	63,340
9. Transfers from Reserve Funds ... ..	—	192	6,972
Government Education Grants (i) ... ..	9,619	—	—
Total ... ..	£293,194	£373,974	£478,489

(i) Included in Head 8 as from 1st April, 1948.

## EXPENDITURE

Head of Expenditure	Actual 1945-46	Actual 1946-47	Estimates 1947-48
	£	£	£
1. Administration ... ..	63,138	70,320	88,285
2. Treasury ... ..	24,563	28,330	36,444
3. Native Courts ... ..	34,018	33,236	41,035
4. Police ... ..	21,201	25,009	34,097
5. Prisons ... ..	4,020	5,076	6,361
6. Agriculture ... ..	*1,525	2,309	3,761
7. Forestry ... ..	—	466	359
8. Medical ... ..	25,760	910	1,835
9. Health ... ..	—	26,257	37,262
10. Education ... ..	46,149	71,766	92,568
11. Recurrent Works, Commu- nications and Services ...	10,063	26,215	34,294
12. Miscellaneous ... ..	25,255	21,880	19,055
13. Extraordinary* ... ..	31,574	47,586	73,731
14. Contributions to Reserve Fund ... ..	—	7,015	5,667
Post Office ... ..	563	—	—
Total ... ..	£287,829	£366,375	£474,754

\* Inclusive of expenditure in respect of Animal Health Department.



## ASHANTI NATIVE AUTHORITY

STATEMENT SHOWING THE ACTUAL REVENUE AND  
EXPENDITURE FOR THE FINANCIAL YEARS 1944-45 TO  
MARCH, 1947 TOGETHER WITH THE ESTIMATES FOR 1947-48

Head of Revenue	Actual 1944-45	Actual 1945-46	Actual 1947-47	Estimates 1947-48
	£	£	£	£
1. Annual Rate ...	37,267	38,231	75,952	104,573
2. Native Courts ...	12,422	19,011	35,432	31,941
3. Lands	—	—	87,457	83,723
4. Fees and Tolls } ...	56,129	70,483	15,706	21,628
5. Licences } ...	—	—	6,324	7,025
6. Interest ...	1,054	964	371	413
7. Miscellaneous ...	2,341	4,289	10,623	9,578
8. Grants-in-aid ...	713	34,057	32,635	50,374
Total ...	£109,926	£167,035	£264,500	£309,255

## EXPENDITURE

Head of Expenditure	Actual 1944-45	Actual 1945-46	Actual 1946-47	Estimates 1947-48
	£	£	£	£
1. Administration } ...	42,078	52,066	63,909	55,937
2. Treasury } ...	—	—	12,169	18,757
3. (a) Lands ...	—	—	1,037	4,264
3. Native Courts ...	1,787	2,540	13,322	23,243
4. Police ...	3,144	3,875	8,566	13,221
5. Prisons ...	781	843	1,110	1,413
6. Agriculture } ...	149	237	481	911
7. Forestry } ...	—	—	688	997
8. Medical } ...	5,031	6,656	843	1,646
9. Health } ...	—	—	8,500	16,435
10. Education ...	5,596	25,971	50,771	71,272
11. Recurrent Works, etc. ...	2,075	6,277	13,815	19,626
12. Miscellaneous ...	18,775	17,393	31,998	31,790
13. Extraordinary (i)	7,791	21,718	28,267	66,286
14. Contributions to Reserve Funds	—	—	—	3,487
Total ...	£87,207	£137,576	£235,476	£329,285

(i) Styled in 1945-46 as Capital Works.



## APPENDIX X

ANGLO-FRENCH MEMORANDUM TO THE UNITED NATIONS ON  
THE SUBJECT OF CERTAIN PETITIONS REGARDING EWELAND.

## I—THE PETITIONS

The petitions and telegrams in the form of petitions received up to the present which have come to the knowledge of the French and British Governments on the problem of Ewe unification are numbered as follows :—

6/1	7/1	of 10th April, 1947
	7/2	of 2nd June, 1947
6/2	7/3	of 16th July, 1947
6/3	7/4	of 19th August, 1947
6/4	7/5	of 20th August, 1947
6/5	7/6	of 26th August, 1947.

The French and British Governments regard it as their duty as powers entrusted with the administration of the Togo territories in which the majority of the members of the Ewe tribe live, to study the subject of these petitions with as much objectivity and with as sincere an understanding as possible.

## II—SUBSTANCE OF THE PETITIONS

*(a) Ethnological description of the Ewe people.*

The Ewes are a tribe numbering roughly 800,000. They themselves have described the limits of the lands they occupy as the Volta River on the West, the Mono River on the East and the Gulf of Guinea on the South. The United Kingdom and French Governments agree in general with this statement but consider that it needs qualification. On the fringes of the area so bounded there are the Guangs (whose affinities are with the Gold Coast), the Fons, Minas, and Yorubas (whose affinities are with Dahomey and Nigeria), none of whom can be described as Ewes though the Fons speak a distant dialect of the Ewe language. In the centre of the area again there are people such as the Awatimes, Nyangbos, Woadzes, Agotimes (British Togoland) and Adangbes (French Togoland) who are not Ewe by origin and represent a current of migration different from that which placed the Ewes themselves in their present settlements ; these have, however, to a large extent adopted the Ewe language and Ewe customs and they would certainly identify themselves with the Ewes to-day.

It is necessary to mention that the Northern boundaries of the Ewe territories do not comprise the whole of what was formerly German Togoland : indeed the Northern and greater part of the latter is occupied by tribes such as the Dagombas, Kabres, Mobas and Kotokolis who have absolutely nothing in common with the Ewes of the Forest and the Coastal belt. Between the tribes of the North and the Ewes there are again a few lesser peoples (the Buems, Likpes, Santrokofis,



APPENDIX X—*contd.*

Akpafus, Bowiris and Nkonyas of British Togoland and the Akpossos of French Togoland) who are not Ewes but whose interests are so confused with those of the latter that they cannot be excluded from any consideration of the Ewe problem. Finally there are a few Ewe groups living on the West Bank of the Volta River in the Gold Coast and outside the area which has been described.

It is a fact that this area is now divided politically into three parts—

- (a) The Keta, and parts of the Ada and Volta River, districts of the Gold Coast Colony.
- (b) The southern sphere of Togoland under British Trusteeship, and
- (c) The southern portion of Togoland under French Trusteeship.

Like a number of other tribes living in this part of the Guinea Coast the first known home of the Ewes was the delta of the Niger River and they took part in the general movement from East to West which placed the Gas and Adas in the Gold Coast and the Fons in Dahomey. From all of these, however, the Ewes are clearly distinguished by the tradition of Noatsi (or Muatja), a walled town in French Togoland which represents the beginning of their modern history. The story of the exodus from Noatsi and of the wanderings of the Ewe families until they reached their present settlements is common to nearly all the “Dukomewo” or Divisions, into which they are now divided; in fact out of well over a hundred such Divisions only the following five do not share it: Awatimes, Nyangbos, Woadzes, Agotimes (in British Togoland) and the Adangbes in French Togoland. Some of the Ewe divisions are directly related to each other, claiming descent from common ancestors; others again preserve the memory of having “walked together” from Noatsi. Such associations imply constant contact between groups living in different parts of the area, and in the sea ports of Lome and Keta and the inland districts of Klouto and Kpandu it is common to find families who own houses and land on both sides of the Franco-British frontier.

In Noatsi the Ewes had evidently lived as one community, but after their flight each family seems to have fended for itself settling where it liked best, and developing independently of its neighbours; and these patriarchal clans eventually became the “Divisions” which we know to-day. In early times the Divisions probably knew no government except that of the priests, while chiefs with purely secular functions are a comparatively recent development. Where (in Anlo and Peki for instance) a native system of centralised government is found it is an imitation of Ashanti institutions and is not Ewe in origin. Each division has always been extremely jealous of its independence, and though different groups certainly combined in war (notably under the leadership of Peki and to resist the Ashanti invasions) these alliances rarely endured once the danger had passed. In spite of all this the bonds of common origin, language and customs have survived so that within the last 15 years most of the divisions in British Togoland and the Gold Coast have formed themselves into confederacies for the purposes of local government, while spontaneous “pan-Ewe” movements have occurred among educated Ewe communities in large towns.



APPENDIX X—*contd.*

Ewe is an original dialect, belonging to a language group of which different variants are spoken along the coast zone from the Volta as far as Badagry in Nigeria, not only by the Ewes but also by the Fons in Dahomey. Dr. Westermann describes the three principal dialects : the western, in use from the Volta to a line stretching from Lome to Atakpame ; the central, running from this line to the Grand Popo ; and the Dahomey or Fougbe dialect to the east of the Grand Popo. He adds that while the western and central dialects (spoken in the Gold Coast, British Togoland and French Togoland) are so closely connected that people from one section can easily understand those of the other, the eastern dialect (spoken in Dahomey) is linguistically further distant. It is a fact that in spite of this bond of language the Ewes do not appear to be able to comprehend the Fons or to regard them as their kin.

There can be no doubt of the existence of an Ewe tribe, which possesses marked characteristics clearly distinguishing it from neighbouring peoples and which is becoming increasingly aware of its own identity. Whether this or the more substantial grievances produced by the partition of their territory is the source of the Ewes' request for unification is a matter for argument.

*(b) The Ewe Working Committee and the All-Ewe Conference.*

The telegram addressed to the Secretary-General of United Nations Organization dated the 1st of April, 1947, is signed by the following : " Agbeko, President ; Honu, member ; Amu, Secretary-General ; Working Committee, All-Ewe Conference ". The petition of the 9th of August (6/5-7/6) bears the same signatures, and in addition that of Mr. Amegbe, Secretary. What is the Working Committee of the All-Ewe Conference ?

On 24th June, 1946, the Governor of the Gold Coast received a letter from Mr. D. A. Chapman informing him that an All-Ewe Conference had been held at Accra on 9th June, 1946, and had been attended by Ewe delegates from Togoland under French mandate, Togoland under British mandate, and the Gold Coast ; and further that at this Conference the delegates had decided to " set up an organization to co-ordinate and direct the efforts of the Ewe people towards bringing about the unification of Ewe land under a single administration ". The letter added that " the following organs of the All-Ewe Conference have accordingly been established :—

- (a) The Ewe Central Committee.
- (b) The Ewe Working Committee.
- (c) The Ewe Central Fund."

This letter is signed by Mr. Chapman as the General Secretary of the All-Ewe Conference. It contains no information as to the membership of the two Committees ; nor does it mention by name the delegates who attended the Conference in order to appoint the two Committees, or state what credentials they possessed.

It is quite possible that the All-Ewe Conference is merely a development and an amalgamation of the Ewe Unionist Association and similar bodies which have been in existence for some years ; such Societies are not an uncommon phenomenon in the Gold Coast ;



APPENDIX X—*contd.*

for example there are "Improvement Associations" and "Young Men's Associations" among other tribes than the Ewes. Moreover a resolution dealing with the Ewe problem received by the Gold Coast Government in February, 1946, was signed by representatives of the following : The Nafrico Progress League, the Ewe Benevolent Association, the Anyako Union, The Some Union, the Ewe-speaking Catholic Union, the Anecho Union, the Agome Palime and District Union, the Adji Union, the Glidji Union, the Zewla Union, the Ewe-speaking Society, the Novisilele Habobo, the Ewe Charity Union and the Togoville Union.

The creation of such Societies is usually quite spontaneous ; the membership, as the names indicate is often confined to natives of a certain locality who would naturally seek each other's company in a strange town. The interests of the Societies are mainly literary, political or merely social ; very often their *raison detre* is described as " to advise our chiefs how to improve the town ". Their appeal is entirely to the literate. The Ewe Unionist Association of which Mr. Agbeko and Mr. Honu were officers, appears to have had a more definite political objective, as its name suggests, but this in its turn is believed to have been merely the off-spring of the Ewe Union, a society which has existed for some years in Accra without having any very definite objects at all. Although all this may suggest that the delegates to the All-Ewe Conference were self-appointed and that the Ewe Working Committee has less authority than it assumes to address the United Nations Organization on behalf of the Ewe people, there is good reason to believe that the objects and views which the Conference have expressed, both in the telegram and in the Convention to which it refers, and in the last petition, are those of the mass of the Ewe people (whether educated or not) and that the latter would almost certainly endorse the action taken by the Conference in setting up its Working Committee. Among the signatories of the Conventions are to be found the names of persons who are also the principal officers of another organization called the "Comité de l'Unité Togolaise". This organization was created in 1941 with the aim of " tightening the link between the inhabitants of French Togoland and looking after their moral, social and material well-being."

The founders of the Party were Augustino de Souza, Vice-President of the Council of Notables, Sylvanus Olympio, U.A.C. agent, President of the " Togoland Youth " and recently elected counsellor to the Assembly of the French Union, and Savi do Tove, who holds a contract appointment with the Administration. Augustino de Souza is among the signatories of the All-Ewe Convention.

The aim of the C.U.T. was to suppress the barrier which existed between the races of the south and the north and to facilitate relations between the various elements of the population. In fact, the activity of the C.U.T. in this field was extremely limited and did not extend beyond the organization of fetes in 1941 on the occasion of the visit to Lome of chiefs from the north who had been invited to some official celebration.

In 1946 a " Progress Party " was created by Dr. Pedro Olympio which ran counter to the policy of the " Pan-Ewe " group presided over by Augustino de Souza, but directed on his behalf by Sylvanus Olympio.



APPENDIX X—*contd.*

These latter considered it essential to create a party. In view of the necessity for obtaining official approval for this, the C.U.T., which had been dormant since 1941, was restored with a new office, but nevertheless presided over by Augustino de Souza and Sylvanus Olympio in order to justify its resumption of activity.

It was laid down at that time (April, 1946) that the C.U.T., in accordance with its statute, would refrain from engaging in any political activity.

In fact, the C.U.T. was immediately transformed into a political party and, by enlarging the scope of the programme of the leaders of the "Pan-Ewe" moves, extended it to the whole scale of aspirations and claims in force from the south to the north of the territory within the different social strata: the reconstitution of what had been German Togoland, "free-trade", education, fiscal matters, etc.

Propaganda action on these points, particularly well conducted at the time of the election to the National Assembly and to the Representative Assembly, permitted the C.U.T. to eliminate from the political scene its rival the "Progress Party" and to become, so to speak, the "single party" of the territory.

(c) *Present administrative arrangements.*

As mentioned in paragraph 4 above, the area inhabited by the Ewes is divided into three parts, namely a part of Togoland under French Trusteeship, a part of Togoland under British Trusteeship and a part of the Gold Coast Colony which is not under Trusteeship. The areas under British and French jurisdiction have been separately administered by the respective mandatory powers since the mandates were conferred and are at the present time separately administered under Trusteeship. The political development on each side of the frontier has therefore naturally proceeded on different lines. In the British sphere of Togoland, as in the Gold Coast Colony, the emphasis has been placed on a local government system from the bottom though the development of native administration has perhaps been somewhat slower in Togoland than in the Gold Coast because when the mandate was first conferred upon the United Kingdom it was necessary to develop some cohesion between the numerous Ewe groups. Under the former German regime the tribe and its nearest neighbours had remained split into more than seventy independent divisions all of them extremely parochial in outlook and reluctant to enter into any larger group which might threaten their ability to regulate their own affairs. Nevertheless, under the British Mandate four "States" (which are in effect loose decentralized confederacies), have now been established in the southern sphere, and all the Ewe divisions except five have thrown in their lot with one or the other. Within the "States" the native authorities perform all the functions of local government under the supervision and with the advice of administrative officers—that is to say, they administer justice, collect taxes, operate various minor public services and maintain order. The efficiency with which the Native Authorities perform their work varies considerably from one State to another, but a sound basis for free political institutions has been laid in all. The problem of establishing cohesion did not arise in the same way within the Gold Coast since there had never



APPENDIX X—*contd.*

been the same policy of disintegration. In this area two Ewe States have existed for something like 100 years and a confederacy of a few river-side divisions has recently been established without difficulty. The Ewe areas of the Gold Coast Colony and of Togoland under British Trusteeship are administered together to the extent that they form parts of the same province. The method of legislation differs in that the Legislative Council of the Gold Coast legislates for the Colony whereas the Governor in Executive Council legislates for the British sphere of Togoland. The substance of the legislation enacted in the code of laws operating in the two areas is, however, substantially the same save where the terms of the mandate required different treatment in Togoland. Under the 1946 Constitution of the Gold Coast elections are made to the Legislative Council by the Joint Provincial Council of Chiefs, and now that the Trusteeship Agreement has been approved it is intended to extend this system to the southern sphere of Togoland under British Trusteeship. There is already an elected Ewe representative of the Ewe area of the Colony on the Legislative Council.

*(d) The Signatories.*

The signatories of the various petitions and in particular of the Convention of February, 1946, to which frequent reference is made, have been studied to determine to what extent the signatories are genuine representatives of the tribe.

As regards the signatures from French territory, the French Government makes the following comments :

“The representative nature of certain signatures might be criticised, particularly those whose names appear in such a capacity as “President of the Council of Notables”. The “Council of Notables” is no longer an active organ of the political structure of the territory under French Trusteeship. However, many of the signatories belong to the Parti de l'Unité Togolaise of which they are influential members. As is explained elsewhere, this party enjoyed considerable successes in the last elections (to Legislative bodies, the Representative Assembly and the Assembly of the Union) and seems to have the active or passive support of a large part of the inhabitants of the territory, Ewe or otherwise.”

As regards the signatures from British territory, the United Kingdom Government makes the following comments :

“These signatures must be regarded as truly representative of the Ewes of British Togoland and the Gold Coast, the great majority of whose divisions have now formed themselves into the States of Anlo, Peki, Akpini, Awatime, and Asogli and the Confederacy of Tongu. In every case, the signature of the Paramount Chief or President appears. In addition, the three largest of the five Divisions remaining outside these groups, Ve, Chi and Anfoe have also signed. It is indeed unlikely that the Chiefs who have signed as representatives of their people took their people into consultation before doing so. Nevertheless, if the question whether they approve of the terms of the Conventions subscribed by their Chiefs were put to the Ewe people of British Togoland and the Gold Coast, it is probable that they would reply in the affirmative.”



APPENDIX X—*contd.*

## III—ANALYSIS OF COMPLAINTS

The French and British Governments, after examining the contents of the petitions with the greatest care, recognise that the essential point put forward by the signatories in paragraph 16 of the Convention, to which constant reference is made, is their contention that the division of Ewe territory is an injustice from the social, cultural, economic, political and educational point of view for the Ewe peoples, that the division of Ewe territory between two administrations, whose policies they maintain to be diametrically opposed, impedes the development of the territory as a whole and makes its progress unbalanced and uncertain.

This contention will be examined below, but the British and French Governments wish straightaway to point out that, although they have different administrative methods, substantial progress in the social, economic, political and cultural spheres has been achieved, as was recognised by the competent bodies of the League of Nations which declared themselves satisfied with the administration by France and Great Britain in the territories inhabited by the Ewe peoples and other tribes.

Taking into consideration the progress already made, the two Governments nevertheless recognise that the division of the territories inhabited by the Ewe people and other tribes is the source of certain difficulties. They consider in particular that a more uniform progress could be achieved in all these spheres if the two administering powers were to work out suitable means of co-ordinating their activities in the social, economic, political and cultural spheres, with mutually beneficial exchange of information and assistance. At the same time the French and British Governments believe that a system should be worked to enable accepted representatives of the peoples of the two zones to put forward to the two administering powers their suggestions for practical measures to ensure more rapid and more uniform development and for the common working out of the essential aims of the trusteeship system in the Togo territories placed under the trusteeship of France and the United Kingdom.

The French and British areas of Togoland under the mandates system have developed upon somewhat different lines since the mandate enjoined that the areas in question should be administered as integral parts of the neighbouring British and French territories respectively.

There has consequently been a tendency on both sides to assimilate the lines of development to the policies being pursued in neighbouring Colonial territories. This policy was carried out under the regular supervision of the Permanent Mandates Commission and the League of Nations. Although in 1919 and 1920 there was some agitation as a result of the partition of the former German Togoland between Great Britain and France without prior consultation with the inhabitants, this point has not arisen in British territory until during the Second World War. The present request must therefore be studied as a new fact.



APPENDIX X—*contd.*

What has happened in Togoland is substantially the same phenomenon as has appeared among other peoples whose contact with Western civilisation is relatively recent. It has its origin in a movement which has been considerably accelerated in Togoland and elsewhere during the recent war. There are many contributory causes and members of the Trusteeship Council are too well aware of this for an analysis of the many contributory factors to be necessary. The Governments of the United Kingdom and France feel it necessary to make as clear and precise as possible two essential points. First, the Ewes are a tribe in the generally accepted meaning of the word. Secondly, this tribe occupies only a part of French and British Togoland the rest of which (about 32,000 square miles) is occupied by other tribes, some of which are numerically equal to the Ewe tribe. There seems in any case to be some doubt as to the true nature of the wishes of the inhabitants of the territories concerned. The telegram from the All-Ewe Conference and petition No. 6/5-7/6, which is the fullest of the petitions, speaks of a united Eweland which presumably means a unification of those areas inhabited by the Ewe tribes. On the other hand, as has been shown above, certain of the signatories of the Ewe Convention are also the founders of the Comité de l'Unité Togolaise, the objective of which is the reuniting of the two Togolands. It is desirable to examine each of these alternatives for territorial readjustment.

(a) The solution based on the grouping into one unit of the territories inhabited by the Ewe tribe presents no obvious advantages. Such a territorial unit based on a tribal community could not under any circumstances possess a national character in the modern sense of the word. Under the most favourable circumstances the unified territory would be likely to remain an enclave in West Africa limited in its resources, both material and human. Tribal homogeneity is not after all everything. It would seem difficult to achieve within such limitations an administration capable of promoting in a satisfactory manner the essential aims of trusteeship.

(b) Turning now to the second alternative, namely that of reuniting the two Togolands, this course also would seem to present more difficulties than it solves. It may not present, from the point of view of internal political structure, the obvious inadequacies of the first alternative. The total population and the area of the territory would probably offer a broad enough basis for a future self-governing country although still perhaps not a perfect one. In fact, however, Togoland even when united before the mandate régime was in no sense a national entity but a collection of different tribes whose only bond was the central German Government. Although the boundary drawn under the mandate system had the effect of dividing the Ewe tribe, it had the opposite effect in some of the Northern areas of Togoland in that it made possible a unified administration of certain tribes which had hitherto been divided between the Northern Territories of the Gold Coast (British) and Togoland (German). Any advantage which the Ewes in the South might gain from such a policy would in the opinion of the British and French Governments be more than counterbalanced by the disadvantages to the tribes further North. It is difficult to forecast what the exact relationships between these tribes and the Ewes would be or whether such a political structure would have any permanent cohesion.



APPENDIX X—*contd.*

Further, from the point of view of the United Kingdom, it must be repeated that a part of the area inhabited by the Ewes lies in the Gold Coast Colony and therefore outside the Trusteeship system. This factor is common to both the alternatives proposed above but in view of the arguments against each alternative which have been adduced on merits, there is little purpose in examining in detail the technical implications of this *vis-a-vis* the Trusteeship Council.

To sum up, it is the opinion of the United Kingdom and French Governments that the proper policy in West Africa is not to create a large number of small isolated units, but to foster their development within the framework of larger units. It would seem to be a mistaken policy if the powers responsible for West Africa, relying upon the somewhat exceptional case of the Ewes, should embark upon a policy which would result in dividing the Continent into a mosaic of rival countries.

Nevertheless, the United Kingdom and French Governments fully realise that there are disabilities arising from the present system and that the Ewes have certain legitimate grievances. The two Governments have considered the position against the general political background described above and have agreed together on certain measures which in their opinion should go far to meet these grievances.

## IV—MEASURES PROPOSED

The following measures are contemplated in agreement :—

(1) *Economic Measures.*

## A—FIRST STAGE

Instructions will be given to the local Governments to remove as far as possible obstacles which at present impede the movement of individuals and the transport of their personal property, as well as commerce in local goods and the carriage of individual loads of locally-produced foodstuffs. In order to give full effect to these measures, permits and formalities restricting movement across the frontier are already being abolished.

## B—SECOND STAGE

The French and British Governments will consult together in order to establish within a fixed period of time a conventional zone designed to remove all the disabilities resulting from the customs frontier. In these consultations the two Governments will take into consideration the necessity to ensure that the establishment of this zone will not prejudice the principle of exchange control between French and British territories in Africa.

(2) *Fiscal Measures.*

I. All possible measures will be taken immediately after consultation between the two local Governments to ensure that the same individual is not taxed in both territories for the same reasons.



APPENDIX X—*contd.*

II. The two local Governments will make a study of the direct and indirect tax system with a view to considering the possibility of achieving a closer approximation between the total burden of taxation per head of the native population in the two territories.

(3) *Cultural Measures.*

With a view to securing parallel development in cultural matters in the two territories, and in order to avoid difficulties which may arise from the two systems of education, the following measures are recommended by the two administering Governments :—

(a) To the maximum extent which staff and equipment will allow, the teaching of French will be introduced into schools in territory under British trusteeship, beginning with higher primary schools. Likewise the teaching of English will be introduced into the higher primary and secondary schools in territory under French trusteeship.

(b) In order to enable the outstanding students from both territories to avail themselves of the best facilities for university education provided by either of the two administering countries, a university fund will be created which will permit the exchange of specially qualified students and will give them the opportunity to continue their studies in higher education institutions in British or French territory.

## IMPLEMENTATION OF THE PROGRAMME

A standing Consultative Commission for Togoland Affairs will be established by the French and British Governments. Under the joint chairmanship of the Governor of the Gold Coast and of the Commissaire de la Republique of French Togo this Commission will consist of two representatives of the inhabitants of each of the Trust Territories.

The task of this Commission will be to follow up the implementation of the programme of co-operation described above. The permanent character of the Commission will be maintained by a Secretariat, the members of which will be nominated by the two Governments.

The Commission will secure co-ordination and give the necessary impetus to the carrying out of this work, while at the same time not infringing on the prerogatives of the administrations of the two territories.

In order to ensure that the programme of co-ordination covers all spheres affecting the well-being and progress of the peoples, the necessary steps will be taken to organize—

- (a) periodical discussions between technical officers of the two territories to deal with questions which are their special concern ;
- (b) periodical meetings of the local administrative officers from each side of the frontier.

Whenever appropriate, African representatives will be invited to participate in these discussions and meetings.



APPENDIX X—*contd.*

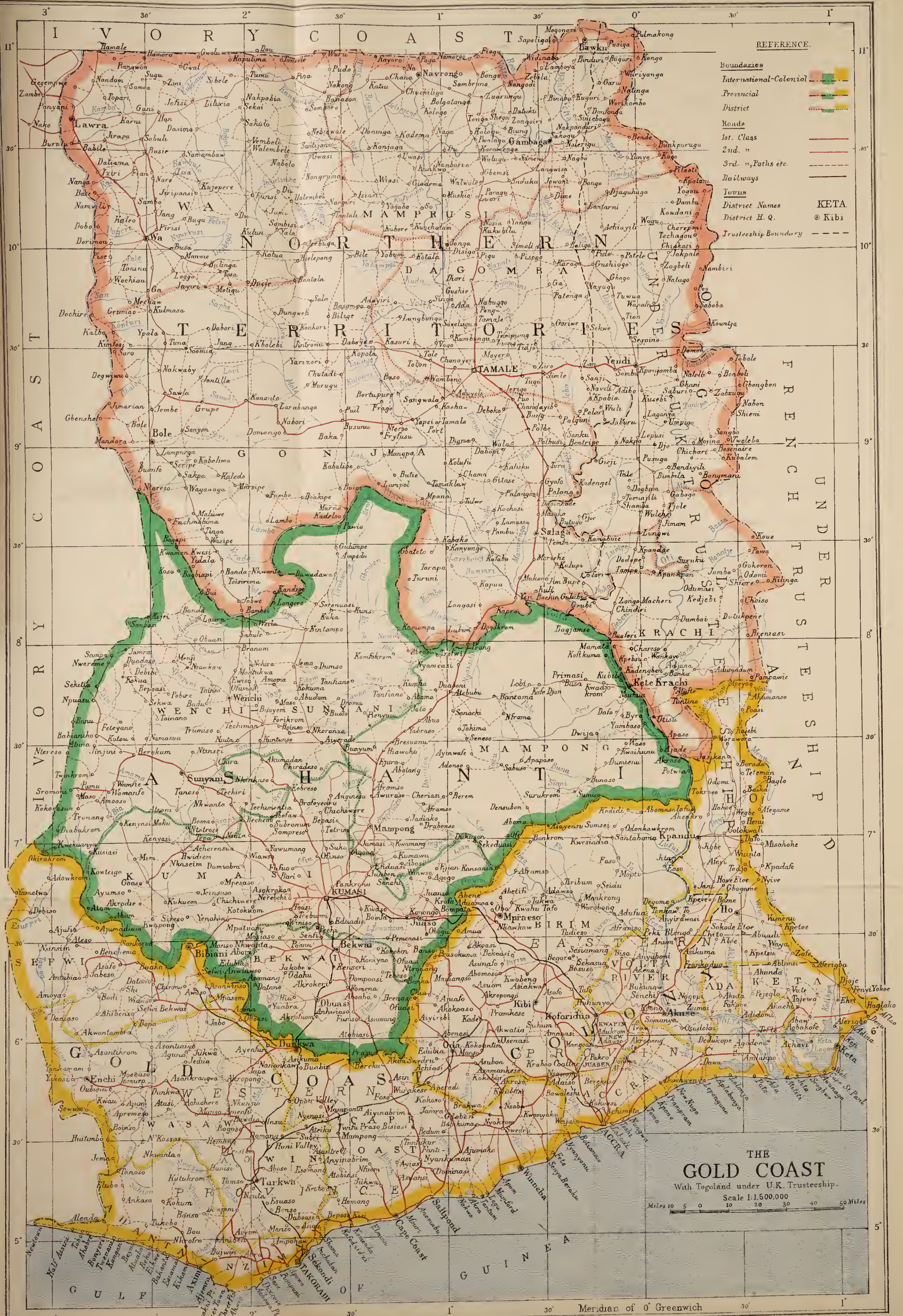
## CONCLUSIONS

The French and British Governments, having studied the problems raised by the various petitions to the Trusteeship Council on the Togo question, are agreed in recognising that the division of the former German Togoland into two zones, one of which has been entrusted to British administration and the other to French administration, gives rise to certain problems.

After a most careful and objective study of the questions raised, France and Great Britain, conscious of the duties incumbent upon them as powers responsible for promoting the objectives of the United Nations Charter in Africa, both in territories under trusteeship and also in their own territories, have decided to adopt certain measures which have been described in the present memorandum and which must be viewed against the background of the problem as a whole.

The two Governments believe that these measures are calculated to reduce, and eventually to remove the difficulties created by a frontier drawn across an area inhabited by peoples of common origin, while at the same time guaranteeing to the peoples all the advantages which in the past have been of the greatest importance to their advancement in the social, political, economic and educational fields.











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